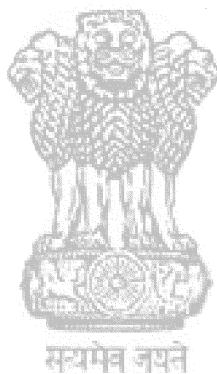




Report of the Committee on the Amelioration of the Backward Classes in the Merged States Areas of the Bombay State



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CHAPTER I.

INTRODUCTORY.

With the attainment of independence on the 15th August 1947, there were 555 Indian States and Principalities strewn over the political map of the country. The chains of Paramountcy which had previously held together these States with the rest of the country were snapped simultaneously with the chains of bondage. The lapse of Paramountcy appeared to create a political vacuum. Pessimists were not wanting who foretold the rise of as many "Ulsters" as there were Indian States and Principalities with each claiming sovereignty and independence in varied degrees. A country torn by Partition could ill-afford the disruptive tendencies inherent in this situation. Fortunately, the forces released by the upsurge of Freedom had far-reaching beneficial effects on the tempo of the Freedom Struggle waged by the people of the Indian States, and were also not without effect on the minds and tempers of the Ruling Chiefs. Thanks to the wise leadership of Sardar Vallabhbhai Patel, who took upon himself the task of facing this challenge, a bloodless and non-violent political revolution was wrought and administrative unification of the geographic territory of our country achieved almost overnight. In this process of administrative unification, all the islands of varying size in the periphery of the Bombay Province (as it was then called) represented by different States and Principalities were absorbed within the Province and artificial, political and administrative barriers which separated neighbours and even kith and kin from each other, were removed root and branch.

2. The process of unification commenced with the Ministry of States Notification No. 174-IB, dated the 23rd March 1948, whereby the Extra Provincial Jurisdiction in respect of 16 States of the Bombay Deccan was delegated to the Government of Bombay. This was followed by Notification No. 183-IB, dated the 14th April 1948, delegating the Extra Provincial Jurisdiction in respect of the Janjira State to the Government of Bombay. Thereafter, by Notification No. 224-P, dated the 28th May 1948, the Extra Provincial Jurisdiction in respect of 17 States and 18 Principalities of Gujarat was delegated. The Extra Provincial Jurisdiction of the Danta State was subsequently delegated under Notification No. 341, dated the 4th November 1948: that of the Kolhapur State was delegated under Notification No. 45-P, dated the 1st March 1949; and that of the Baroda State was delegated under Notification No. 101-P, dated the 1st May 1950. Under Notification No. 1-P, dated the 4th January 1949, the Government of Bombay was appointed to administer the State.

of Sirohi on behalf of the Central Government. By the States' Merger (Bombay) Order, 1950, Standing Order No. 34 made by the Governor-General, the area comprised in 89 villages specified in the Schedule to that Order in the Abu Road and Dilwara Tehsils of the Sirohi State was ordered to be administered in all respects as if it formed part of the Province of Bombay. The process of unification was completed with the promulgation of the Provinces and States (Absorption of Enclaves) Order, 1950 (Standing Order No. 35) and the India and Hyderabad (Exchange of Enclaves) Order, 1950 (Standing Order No. 36) by the Governor-General on the 25th January 1950 which provided for the transfer of Enclaves from Bombay to Saurashtra and vice-versa and from Bombay to Hyderabad and vice-versa, respectively.

3. With the successive assumption of the Extra Provincial Jurisdiction in respect of various States and Principalities, tentative arrangements were immediately made by the Government of Bombay for the administration of the territories of the Merged States Areas. Two Districts, namely, the Banaskantha district with Headquarters at Palanpur and the Mahikantha district (subsequently re-named as the Sabarkantha district) with Headquarters at Himatnagar were formed for the administration of some of the Gujarat States and Principalities. The Collectors of these Districts were also designated as Chief Administrators for the various States and Principalities. A separate Chief Administrator was also appointed with Headquarters at Sangli for some of the Deccan States. Elsewhere, the Administration of the States was entrusted to the Collectors of the neighbouring Districts who were designated as Chief Administrators of the respective States. Kolhapur, inclusive of its Jahgirs, was initially placed under a Chief Administrator. Similarly the Baroda State was placed under a Special Commissioner.

4. The States' Merger (Governors' Provinces) Order, 1949, Standing Order No. 25, dated the 27th July 1949, made by the Governor-General, prescribed that as from the date of the commencement of that Order, the Merged States in each of the Schedules to the Order shall be administered in all respects as if they formed part of the Provinces specified in the heading of that Schedule. In pursuance of this Order and the powers conferred by Section 7 of the Land Revenue Code, the Government of Bombay by Notification, Political and Services Department, No. 2755/46-F, dated the 29th July 1949, ordered the Constitution of 5 new Districts, namely, Kolhapur, South Satara, Baroda, Mehsana, and Amreli and the re-constitution of most of the other Districts. (The re-constituted Satara District was to be called Satara North). By Political and Services Department Notification No. 2751/46-G-I, dated the 8th February 1950, a new Taluka called the Abu Road Taluka was constituted in the

Banaskantha district consisting of the villages transferred from the old Sirohi State to the State of Bombay.

5. As a consequence of the absorption of the Indian States and Principalities by the State of Bombay, the number of Districts in the State, after re-constitution, has increased from 20 to 28 (excluding the Bombay City), Talukas and Mahals (Petas) from 198 to 310, villages from 22,712 to 36,400. The area of the State has increased from 76,000 square miles and odd to 1,13,000 square miles and odd. The population on the basis of the 1941 Census increased by about 83 lakhs from 209 lakhs to 292 lakhs. (These figures include those for the Dangs which was a centrally administered area now transferred to the Bombay Government and constituted into a separate District).

6. The Backward Class population of the old Province of Bombay was estimated at 54 lakhs, divided in almost equal proportions into three main sections of the Backward Classes, viz., the Scheduled Castes, the Scheduled Tribes, and the Other Backward Classes. With the absorption of the States, the population of the Scheduled Castes, as per 1941 Census figures, has increased by over 7 lakhs, that of the Scheduled Tribes by about 11 lakhs and that of the Other Backward Classes is estimated to have increased by over 3 lakhs. The figures for the population of the Other Backward Classes are only an estimate obtained from local Officials, as the population figures of this section are not separately available from the Census records. The available data regarding the area, total population and population of the Backward Classes by the three sections (as per the 1941 Census) for each of the Merged States Areas are recorded in Appendix I. The total population of the Backward Classes in the State of Bombay is estimated to have increased to 75 lakhs. The list of recognised Backward Classes in this State including the Scheduled Castes, Scheduled Tribes and Other Backward Classes is given in Appendix II.

7. The Schedule Castes are found in all the Merged and Integrated States areas. The Scheduled Tribes are found mostly in the Merged States north of Bombay and also in Bhor and Janjira States South of Bombay. In some of these States the Scheduled Tribes form a preponderant part of the population. The Constitution contains special provisions in the Fifth Schedule for the Administration and Control of Scheduled Areas. The areas from the Merged States of Bombay containing a preponderant Tribal population have been included in the Scheduled Areas notified within the Bombay State under the Scheduled Areas (Part A, States) Order, 1950 promulgated by the President (Standing Order No. 9 dated the 26th January 1950). The areas from the Merged States included in the Scheduled areas of this Order are shown in Appendix III.

8. The problem of the Backward Classes had received some attention in progressive States such as Baroda and Kolhapur. Elsewhere, the Backward Classes suffered from almost total neglect. The general living conditions of the Backward Classes in many of the States where the tone of Administration itself was low, were very miserable. With the commencement of the process of Merger, Government announced its policy to see that the Administration in the Merged States was brought to the same level as that of the rest of the Province as expeditiously as possible. Instructions were also issued to treat the people of the States areas on the same footing as the people of the Province. The concessions and privileges sanctioned by the Bombay Government for the Backward Classes were extended to the Backward Classes of the Merged States Areas. Some of the voluntary agencies engaged in social service work among the Backward Classes also extended their activities to the Merged States areas. The problem of the speedy amelioration of the Backward Classes in these areas was also discussed by the Backward Class Board at its 49th meeting held on the 11th December 1948. In the light of this discussion, Government placed Dr. D. P. Khanapurkar, M.A., Ph.D., an Officer of the Backward Class Department, on Special Duty to go round the areas of the Merged and Integrated States and submit a comprehensive report on the speedy amelioration of the Backward Classes in those areas. Dr. Khanapurkar assumed charge of his duties on the 4th April 1949. The lines along which the enquiry was to be conducted were discussed by him with the Backward Class Officer. In the light of this discussion heads of subjects on which information was to be collected were decided. The Collectors, the Chief Administrators and other local Officials were requested to furnish the necessary data on these heads (vide Appendix IV) to Dr. Khanapurkar who was to visit all the areas.

9. Government also considered it very necessary to work out a concrete and definite programme for the welfare of the Backward Classes in the Merged States in the economic, social and educational spheres similar to the one existing for the Backward Classes in the older areas of the Province. To consider whether some definite transitional liberal basis for grant-in-aid for these areas for a concrete programme of work to be chalked out on definite lines was necessary, an informal conference of the Representatives of the Provincial Harijan Sevak Sanghs for the three linguistic regions in the State and of the Bhil Seva Mandal, Dohad, was called by the Hon'ble Shri G. D. Tapase, Minister for Backward Classes, on the 16th February 1949. The orders of Government sanctioning a more liberal grant-in-aid basis for these areas were issued in Government Resolution, Education and Industries Department, No. 8721 dated the 16th May 1949. Government decided that the old

voluntary agencies which were already doing good work in this field and which had already been recognised by Government should be requested to extend their activities to these areas. The voluntary agencies were to be held eligible for Government grant on the following basis for a period of 2 years only from the 1st April 1949, the whole position being reviewed at the end of this period :—

(1) The grant to the hostels to be opened in these areas should be on the basis sanctioned by Government in the case of Backward Class Girls' Hostels. During the first year five Backward Class Hostels for boys should be opened in the Merged and Integrated State areas through the voluntary agencies. The locations should be approved by the Backward Class Officer.

(2) The minimum average attendance in the hostels should not be less than 20. The Backward Class Officer should have, however, discretion to relax this condition in deserving cases upto an average attendance of 15.

(3) If any new Voluntary Agencies come forward to do ameliorative work in these areas they should be governed by the rules for recognition and payment of grant-in-aid to Voluntary Agencies already approved by Government. Under these rules, new agencies should not be held eligible for grant-in-aid until after a period of three years' satisfactory work. If any local workers wished to do amelioration work in these areas and take advantage of the rules for the recognition and payment of grant-in-aid to Voluntary Agencies, they should get themselves affiliated to recognised institutions and work under their direction and control.

(4) The expenditure incurred by the Voluntary Agencies on the appointment of the propaganda workers in these areas should be borne by Government in full, in accordance with the scale already approved by Government.

10. The number of boys' hostels fixed at five in the aforesaid Government Resolution was subsequently increased by 7 in Government Resolution, Education Department, No. 8721 dated the 18th February 1950. Out of the sanctioned 12 hostels, however, only 4 hostels complying with conditions of recognition etc. were found eligible for grants in the year 1949-50. Government subsequently directed that 8 more hostels should be given the concession in the current year, thus raising the number of hostels eligible for the concession in the current year to 20.

11. This Committee was appointed by Government in Government Resolution, Education and Industries Department, No. 8721, dated the 15th July 1949, to study the condition of the Backward Classes in the States merged with the Bombay Province and suggest a programme for amelioration of their condition. A copy of the Government Resolution appointing

the Committee will be found at Appendix V. Dr. D. P. Khanapurkar, who was already working as Officer on Special Duty for this purpose, was appointed as Secretary to this Committee. By the time the Committee held its first meeting on the 30th August 1949, Dr. Khanapurkar had completed a rapid survey of the problem in all the States merged with Bombay till then except the major States of Baroda and Kolhapur and was drafting his report. The Committee at its first meeting desired that he should collect similar data in the areas of the old Baroda and Kolhapur States and submit all the data collected by him to the Committee. The Committee further decided to form two Sub-Committees to visit the groups of the previous merged States areas North and South of Bombay respectively. The personnel of these two Sub-Committees is given in Appendix VI. It was decided that after the data collected by Dr. Khanapurkar were made available to the Committee, it should meet and decide the tour programmes of the two Sub-Committees and visit selected areas to verify and collect additional information as may seem necessary.

12. Another point discussed at the first meeting of the Committee was regarding the list of Backward Classes to be adopted for the purposes of the Committee. In the former Baroda State two lists of Backward Classes were maintained —one for the purpose of educational concessions and the other for the purpose of civil litigation. These lists differed from each other in certain respects and also from the list of Backward Classes approved by the Government of Bombay. It was decided that the Classification of Backward Classes as approved by the Government of Bombay should be adopted. It may be stated in this connection that the Government of Bombay, after consideration of the question whether certain communities classified as "Backward" for the purpose of educational concessions by the old Baroda Government should continue to be so treated after that State's merger with the State of Bombay and whether they should be given the educational and other concessions admissible to Backward Classes in this State, has issued the following orders in the matter :—

- (i) There should be one classification of Backward Communities for the entire State. Consequently, communities treated as Backward in the old Baroda State should cease to be so treated if their names do not occur in the list recognised by this State.
- (ii) Particular individuals from communities, who were treated as Backward in Baroda but would not be so treated under clause (i), who were already in receipt of educational concessions from the old

Baroda Government should be allowed to receive the concessions sanctioned by this State for Backward Classes.

- (iii) The concessions should be sanctioned for such individuals only till they complete the course—primary, secondary, collegiate or technical, as the case may be, which they were undergoing on the date of the Baroda State's merger with this State.
- (iv) Fresh individuals from such communities should not be given the concessions.

13. The Committee met again on the 3rd February 1950 when it had before it the data collected, by Dr. Khanapurkar for the States North of Bombay. At this meeting the committee considered the additional territory joined to the State of Bombay from the old Sirohi State and the territorial adjustments consequent on the mutual transfer of Enclaves. The Committee did not consider it necessary for its Secretary to tour these areas and obtain further data as no special Backward Class problems were likely to be found in these areas which had not been met with elsewhere. In view of the data collected by Dr. Khanapurkar, the Committee also decided to dispense with the drawing up of an elaborate questionnaire as also the formal examination of witnesses. It was agreed that the Backward Class Officer in consultation with the Chairman and Secretary should issue letters soliciting additional information required from the Collectors, other local officials and social workers. It was also agreed that the Committee should hold informal discussions with the social workers and local officials during the tour instead of recording formal evidence. As several of the members of the Committee were also members of the Legislature, it was decided that the actual touring of the two Sub-Committees should commence soon after the close of the Budget Sessions of the Legislature. At a further meeting of the Committee held on the 10th March 1950, the data collected by Dr. Khanapurkar for the States South of Bombay which had been made available to the members were considered and the tour programme of the two Sub-Committees was finalised. The itinerary of the tour programme of the two Sub-Committees including places visited is shown in Appendix VII.

14. In the original order of appointment the Committee was asked to submit its report within 4 months. This period was subsequently extended by Government to the 30th September 1950.

CHAPTER II.

TERRAIN AND COMMUNICATIONS.

15. Before setting forth in detail the different problems of the Backward Classes, it would be useful to have a bird's eye view of the area and terrain of the various States. Seven districts in the reconstituted Bombay, namely, Banaskantha, Mehsana, Amreli, Sabarkantha, Baroda, South Satara and Kolhapur, consist almost exclusively of areas from one or more of the Merged States. In addition, all the Districts of the old Bombay Province with the exception of the Bombay Suburban, East Khandesh, West Khandesh and Kanara Districts, were re-constituted as a result of these mergers and the re-constituted Districts contain portions from the Merged States. In this process of absorption most of the Merged States have lost their identity. When the areas of individual States were dispersed widely, different portions have been absorbed in different Districts in which these areas formed enclaves. Appendix VIII shows the re-constituted District or Districts in which the Merged States or their parts have been absorbed. A map of the Bombay State showing the re-constituted districts and the merged state areas in each district is also attached.

16. It was not a practical possibility for the 2 sub-Committees to tour all the areas of the Merged States. The touring, howeve, was so arranged that the sub-Committees would get a clear idea of the various problems in all the States. The North Sub-Committee began its tour with the northern-most District, namely, Banaskantha. This District is formed exclusively of twelve Merged States. In area it is 5915 sq. miles. The terrain varies from the hilly forest region of Danta and Sirohi in the East to flat sandy almost desert-like country in the West bordering on the Run of Cutch and Pakistan. The only comparatively developed portion in this District is in the old State of Palanpur, the town of which name forms its Headquarters. The Metre Gauge section of the B.B. & C.I. Railway running from Ahmedabad to Delhi passes through this area. There is also rail connection from Palanpur to Deesa a distance of 17 miles. The total length of made roads is 134 miles in the old Palanpur State and a road 30 miles in length linking Danta to Abu Road station and passing through Ambaji a well-known place of Pilgrimage. Of these roads, only the length of 12 miles or so from Abu Road to Ambaji can be called an all-weather road. To the west of Deesa beyond the Banas river, there is no road. Tracks lie through sandy desert and are very difficult to negotiate except for heavy powered vehicles and camels. For long journeys the camel is the most popular conveyance. The Banas river dries up in parts during the hot season, but in the rains when full of water, is wide and difficult

to negotiate. There is no bridge on this river. With communications so tardy, it is not surprising that the amenities of civilisation are found mostly wanting in this wide tract. For want of these amenities, the general cultural, social and educational level of the people is extremely backward, almost mediaeval. Except for the additional hardships arising from untouchability (which thrives in such conditions), the problems of amelioration of the Backward Classes in this tract are also the problems of the amelioration of the vast masses. In the eastern portion of Danta the problems of the tribal people are also the problems of the rest of the population.

17. South of the Banaskantha District lies the Mehsana District. The major portion of this District consists of the old Baroda State territory. To the west, Radhanpur has been added. Eight Principalities have also been included in the District. The road milage in the old Baroda State territory of this District was 221 miles. All these roads are fair-weather roads but there is an effective net work of the Metre Gauge railway system connecting almost all parts of the old Baroda State with the main Meter Gauge line from Ahmedabad to Delhi. Radhanpur, the Headquarters of the old State of that name, lies 29 miles of sandy desert country from the last railway station Harij. The proposed Metre Gauge line from Kandla in Cutch to Deesa will pass through Radhanpur. In this District the main problem is that of untouchability.

18. To the east of the Mehsana and Banaskantha Districts lies the Sabarkantha District. This District includes areas from twenty-eight states. The western portion of this District is served by the Ahmedabad Prantij Railway which runs north beyond Prantij right up to Khedbrahma. The tribal population of this District is spread out to the north and east of the railway line. Four of the Talukas have been included in the Scheduled Areas. Communications in the Scheduled Areas are difficult. There are no fair-weather roads and tracks pass through jungles, hills and river beds which are difficult to negotiate when the rivers are in spate.

19. Amreli, another of the new Districts, is formed mostly of the territory from the old Borada State and some portions of the old Ahmedabad District which were transferred to it. This District is the only District now in the Bombay State the territory of which is not contiguous but consists of dis-jointed enclaves within Saurashtra. The Taluka of Okhamandal to the south-west of the Gulf of Cutch is separated by over 250 miles of rail length from the Headquarters Taluka of Amreli. Lesser distances separate Kodinar Taluka and Damnagar and Ghogo Petas from the Headquarters Taluka. In this District as in Mehsana the main problem of the Backward Classes is the problem of untouchability. Dwarka and Bet (a small island

off Okha in the Gulf of Cutch) are sacred places of Pilgrimage sanctified by mythology in this District. If untouchability vanishes in these citadels of conservatism, this would have a tremendous psychological significance and influence on the removal of untouchability in the whole of Gujarat.

20. The re-constituted Baroda District now forming part of the State consists of territory from the old Baroda and Chhota-Udepur States, as well as from the Pandu Mevas and Sankheda Mewas Estates. The portion of the District consisting of the old Baroda State territory is well served with roads and railways. There is a Metre Gauge railway system linking Baroda to Jambusar and to Chhota-Udepur, Tanakhla and Chandod through Dabhoi. Dabhoi is also directly connected to Miyagaum on the main B. B. & C. I. Broad Gauge Section. From Miyagaum there is also rail connection to Sinor and Koral. The Chota-Udepur Taluka and the villages of Gad-boriad estate of Naswadi taluka in this District are also included in the Scheduled Areas.

21. Five States have been included in the re-constituted Panch Mahals District. Except for the Lunawada and Jambu-ghoda States, the rest of the State areas included in this District now form part of the Scheduled Areas of the State. Lunawada and Deogad Baria, the capitals of the old States of these names are linked by rail to the main B. B. & C. I. Broad Gauge section from Bombay to Delhi. There are also metal roads between Godhra and Lunawada (25 miles), Piplod to Deogad Baria (10 miles), and Sant Road to Santrampur and on to Kadana (40 miles). Except for these roads, communications in the Scheduled Areas in particular lie through tracts passing through hilly forest country and river beds.

22. The Rajpipla State including Sagbara is now included in the re-constituted Broach District. There is rail communication between Ankleshwar on the main B. B. & C. I. Broad Gauge and Rajpipla town (39 miles). There is also rail link between Jhagadia on the Ankleshwar Rajpipla line and Netrang (20 miles). Except for these rail links, communications in the rest of the territory, particularly in the forest tracts, are very poor. The Sagbara and Walia Mahals and Dediypapada, Nandod and Jhagadia Talukas are included in the Scheduled Areas.

23. The Petlad sub-division of the old Baroda State, Cambay, Balasinor and areas of Umota and six other Estates now form part of the re-constituted Kaira district. The re-constituted Ahmedabad District includes areas from the Dabholia Estates and some portion of the old Mehsana District of the Baroda State. The main problem of the Backward Classes in the Merged States areas of these two Districts is that of the removal of Untouchability.

24. The re-constituted Surat District has absorbed the old States of Dharampur, Bansda, Sachin and the old Navsari District of the Baroda State. In this District the following Talukas and areas from the Merged States have been included in the Scheduled Areas :—

Dharampur, Vyara, Bansda and Songadh Talukas and the villages in the Vankal Tappa and Nanchal areas of the Mangrol Taluka.

Dharampur town is linked by a metal road (18 miles) to Bulsar on the B. B. & C. I. Railway main line. The main road from Billimora to Ahwa in the Dangs passes through Bansda. The road is a good metal road except that it passes through 5 unbridged rivers. Bansda town is also linked by road to Unai, famous for its hot-springs, on the Billimora Waghai railway line. Parts of the Baroda State areas are also served by the Tapti Valley-Railway and by the Branch line from Kosamba to Umarpada.

25. The old Surgana State has been absorbed in the re-constituted Nasik District. The Talukas of the Nasik District included in the Scheduled Areas include all the villages of the old Surgana State. Communications to Surgana from Nasik are extremely difficult. There is a Public Works Department road from Vani on the Nasik Kalvan road up to Hatgad. Beyond Hatgad there is no proper road but only a track which can be negotiated by jeep with difficulty. Even this track takes a circuitous route through the Dangs. There is a road from Waghai in the Dangs. But even this road is a fair-weather road. Surgana proper and the surrounding area are cut off completely from the rest of civilisation for several months during the rains.

26. Jawhar, the remaining State north of Bombay, has been absorbed in the Thana District. It is also included in the Scheduled Areas of this State. Jawhar is connected by 38 miles of road to Dahanu on the main B. B. & C. I. Railway. There are also roads from Jawhar town to Mokhada and Wada. The terrain is analogous to the surrounding areas of Mokhada Taluka in the east and Dahanu taluka in the West.

27. Coming to the States south of Bombay, the Janjira State and a part of the Bhor State are absorbed in the re-constituted Kolaba District. There is some population of Katkaris and other Scheduled Tribes in these areas. The terrain is more or less the same as that in the rest of the Kolaba District. Janjira is on the coast and approachable by ferry-steamer service from Bombay. There are also roads linking Janjira to the main Bombay—Ratnagiri road. But un-bridged creeks cause a break in through communications

The portion of the Bhor State is in the Ghats. The rest of the Bhor State has been merged with the Poona District. Bhor proper lies in the interior and is connected by road to the main Poona-Bangalore road and also to the Mahad-Pandharpur road which passes through this State.

28. The North Satara District has absorbed the whole of the Phaltan State and small enclaves of Aundh, Jamkhandi and Kurundwad Senior. A new taluka has been created with Headquarters at Phaltan. Phaltan is connected to Lonand, a station on the main Metre Gauge section from Poona to Bangalore.

29. The new South Satara District with Headquarters at Sangli has been formed with a portion of the old Satara District and areas from Sangli, Miraj Junior, Miraj Senior, Kurundwad Senior, Jath and Wadi States.

30. The re-constituted Sholapur District gains 2 new talukas, namely Akkalkot and Mangalwedha. This District has absorbed parts from the Akkalkot, Jamkhandi, Kurundwad Junior, Miraj Senior, Miraj Junior, Sangli and Aundh States. The Akkalkot State limits have metal roads with a length of 60 miles. There are roads connecting this area to Sholapur and Akkalkot Road station on the Sholapur-Raichur section of the G. I. P. Railway.

31. The new district of Kolhapur has been formed after shedding its territory which formed enclaves of the adjoining Belgaum District and absorbing a portion of the Kurundwad Senior State. There are good road communications with several through roads. The terrain on the west is hilly, forming the eastern slopes of the Western Ghats. In the east the country is plain and rich in agriculture.

32. The Bijapur District has absorbed the whole of the Mudhol State and the major portion of Jamkhandi, Ramdurg and parts of Kurundwad Senior and Aundh. Jamkhandi, the Capital of the old State of that name, is linked by a good road to Kudchi station on the M. & S. M. Railway and also by road to the Bijapur-Bagalkot road. The Raja of Jamkhandi during the State regime had set apart a sum of Rs. 4 lakhs for a bridge across the river Krishna. The design and plans and estimates for this bridge have been prepared by the Bombay Public Works Department. With the construction of the bridge, Jamkhandi will be linked by through communication to the main Bijapur Athni Shedbal road. Mudhol, the capital of the old State of that name, lies 12 miles from Jamkhandi and there is a good road linking the two. The benefit of the

construction of the bridge over the Krishna will also be shared by Mudhol and the surrounding area. The Krishna and Ghataprabha are the two main rivers passing through this area which offer scope for lift irrigation. Ramdurg is connected by a metal road, 26 miles in length, to the Badami station on the Sholapur Gadag section of the M. & S. M. Railway. The Ramdurg Taluka is in less fertile territory and abounds with scrub forest.

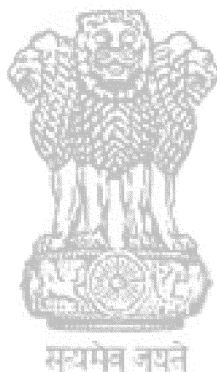
33. The Belgaum District has absorbed parts of the Sangli, Ramdurg, Kurundwad Senior, Kurundwad Junior States and Raibag Taluka and Katkol Mahal of the old Kolhapur State. The Kolhapur State area absorbed in this District lies partly in the north and partly in the east of the District. The Sangli area is in the heart of the Belgaum District and is homogeneous with the surrounding area.

34. The Sawantwadi State has been absorbed in the Ratnagiri District. The area is homogeneous with the rest of the Ratnagiri District and lies to the west of the Amboli Ghat.

35. The southern-most district affected by the Mergers is Dharwar. This District has absorbed the whole of the Savanur State and parts of Jamkhandi, Akkalkot, Miraj Junior, Miraj Senior and Sangli. The absorbed area lies on the border between Dharwar and Bellary Districts to the South-East of Dharwar town. The road communications and terrain are homogeneous with the surrounding area of the Dharwar District. The Metre Gauge line from Poona to Bangalore passes through Savanur. As a result of the absorption, three new talukas have been added to the old Dharwar District.

36. In the States areas north of Bombay, there are many areas in which the Backward Class population, chiefly the Scheduled Tribes, is concentrated together. In the areas of the States South of Bombay, except for some Scheduled Tribes in the part of Bhor State merged with the Kolaba District and a sprinkling of them in parts of the Janjira State also, elsewhere the Backward Class population is not concentrated in contiguous localities but is spread through the length and breadth of the merged areas with the rest of the population. From the point of view of communications also there are no major difficulties in the areas south of Bombay. The communications problem is, however, vital both in the desert tract in the western portion of Banaskantha and Mehsana Districts and in the hilly forest tract in the northern States most of which has been included in the Scheduled Areas. In our opinion, improved communications in these two tracts are

a vital pre-requisite to any general scheme of advancement of the population living therein. Such schemes of advancement, whether they be in the sphere of education, agriculture, rural industries, co-operation, public health or any other allied spheres, cannot be undertaken and executed on a considerable scale without trained personnel whether they be servants of Government or social workers. Unless communications are improved and contact with more advanced portions of the State with access to essential amenities of civilised life is made easy, the problem of finding the personnel to work in these backward areas would be very difficult of solution. *The Committee, therefore, recommends that a rapid survey of the communications should be carried out and effective steps taken for improving communications in these areas.*



CHAPTER III.

ECONOMIC CONDITIONS—LAND (OCCUPANCY).

37. Almost the entire population of the Backward Classes makes its living on land. A section of the Schedule Castes or Harijans in the Gujarat States, namely, Vankars, follow handloom weaving as a hereditary profession. The tanners and leather workers in all the States follow the hereditary profession of tanning and manufacture of leather goods. A few Backward class communities are found pursuing village industries such as rope-making and bamboo work. A small number work as sweepers. The total number of persons engaged in all these occupations is not likely to be more than 5 per cent. of the total Backward Class population in the Merged States Areas. The rest live on agriculture either as peasant proprietors or tenants or mere landless labourers. Unfortunately, quantitative data regarding the proportion of the Backward Class persons found in each of these three categories are wanting. It may be said generally, however, that in the States south of Bombay, a small number of Harijans hold lands as occupants. Most of these lands, however, are lands assigned to them for inferior service to the State. The average size of the holding varies from half an acre to 5 acres to a family. It would be extremely difficult to find Backward Class peasant proprietors in possession of an economic holding. Many of the Backward Class agriculturists are tenants; but, by far the largest number would be landless labourers. In the States north of Bombay, except in the inaccessible and/or malarial jungle tracts which have mostly been included in the Scheduled Areas, and where the Backward Classes living in the areas, mostly Scheduled Tribes or Adivasis, continue to hold land directly from the State, in other areas the position is roughly similar to that in the States south of Bombay. In the Scheduled Areas, partly because of difficulties of communications and the uninviting nature of the tracts, and partly also due to measures taken to protect the tiller from the non-agriculturist classes, in some areas, lands have remained in the possession of the actual cultivators. It is regretted that even for these areas data with regard to the distribution of land and the size of holding are not available. The problems of the Backward Class agriculturists naturally vary with the extent of their stake in the land. These problems will, therefore, be dealt with separately as problems of occupancy, tenancy and labour.

38. The Bombay Land Revenue Code, 1879, is now applicable throughout the State of Bombay. Prior to the merger of the States, there were multiple tenures as well as systems of assessment and collection of the land tax prevalent in the various States. In the States south of Bombay, Rayatwari

system had generally been copied from the old Bombay Province. This system prevailed in these areas except in the Jahgiri and Khoti villages. In the States north of Bombay, the tenures were more varied. Among the different tenures noticed were Inami, Bhayat, Dharmada, Khalsa, Khangi, Patawat, Bhag, Swang, Vighoti, Vaje, Bhagbatai, Ankda, Udhadiyat, Kaltar, Matadari, Talukdari, Ekakadi, Naravadari, Bhagadari, Autbandi and Rayatwari.

39. It has not been possible for the Committee to make a detailed study of these various tenures and to ascertain the nature of the rights conferred on the occupant under each of them. Data on this subject were not readily available either from the various Collectors or from the Settlement Commissioner. It may be stated, however, that the legal status of the occupant varied from that of a tenant at will in the old Surgana State to a full-fledged occupant in Kolhapur and Baroda States enjoying similar rights as those under the Land Revenue Code. In between, there were States in which the agriculturist enjoyed a limited occupancy right under which his right to alienate the land was restricted, or the change in occupancy was subject to payment of Nazarana levied according to a scale which varied with the nature of the transaction. The application of the Bombay Land Revenue Code has presumably resulted in the extension of the full occupancy tenure to such of the agriculturists who held land as occupants from old Chiefs or States. The extension of full occupancy right to Backward Class agriculturists with freedom of alienation is, in the opinion of the Committee, not an unmixed boon. It has been found from experience that the Backward Class agriculturists are in genuine need of protection from exploiters who come to them in the guise of seeming friends. It is only in those areas where the New Tenure conditions have been applied to lands held by the Backward Class agriculturists that they have successfully continued to retain the lands with themselves. For this reason, *we recommend that, wherever possible, New Tenure conditions should be applied to lands held by the Backward Classes.* The Collectors have generally stated that grants of land made to the Backward Classes after the merger have all been made on the New Tenure. It would be desirable, however, if this tenure could also be applied to lands held by them at the time of the merger. Presumably, this can be done under Section 73-A of the Land Revenue Code in all those areas where the original Survey Settlement has yet to be introduced. If so, *we recommend that New Tenure conditions should be applied by notification under Section 73-A of the Land Revenue Code to all occupancies held by the Backward Classes in these areas.* If such action is not feasible, *we recommend that the Governor acting under Paragraph 5 of the Fifth Schedule to the Constitution should direct*

that the Land Revenue Code shall apply in the Scheduled Areas subject to the condition that occupancies in these areas shall not be transferable without the previous sanction of the Collector.

40. We also recommend that in those areas where the Backward Classes were holding lands directly from the State and were considered not as occupants but as tenants-at-will, the occupancies of such lands should be granted to the Backward Class cultivators on New Tenure without charging any occupancy price.

41. From the various types of tenures referred to in paragraph 38 it will be clear that there were various kinds of alienations of the right of the State to revenue in part or in whole. It is very necessary that the extent of the alienation in each case should be investigated and defined. With the application of the Land Revenue Code and in the absence of Survey and Settlement, we fear that the agriculturists holding the land from the alieness who are entitled only to the right of the State to revenue in whole or in part may be reduced to the status of tenants and the alienees themselves may usurp the position of occupants. We understand that Government had appointed two Alienation Enquiry Officers for the Deccan and Gujarat States respectively. We recommend that on receipt of the reports from these officers, before issuing the final orders on this subject, Government should take care to safeguard the bonafide occupants of lands in such cases from usurpation of their occupancies by the alienees.

42. Apart from differences in tenure, there were also differences in the system of assessment and collection of the State's share. In some of the Gujarat States several crude methods of land revenue settlement prevailed. These methods varied from a lump assessment in cash for the whole village to recoveries in crops based on different methods, a tax on ploughs in irrespective of the area cultivated by each plough and even a tax per hut or per hearth for the adjoining agricultural land. It is, in our opinion, absolutely necessary that all these diverse and crude methods of assessment and collection of the State's share should be replaced by a system of collection of land revenue in cash based on the size and quality of each holding. In the unsurveyed and unsettled tracts where these systems prevailed, the formal introduction of the original Survey Settlement under the Land Revenue Code may take several years. We, therefore, recommend that Government should consider the imposition of a Summary Settlement based on a rough and ready method for a temporary period pending the introduction of the Original Settlement under the Land Revenue Code. It is understood that the Settlement Commissioner has submitted proposals for this

purpose to Government in the Revenue Department. The details required for implementing this recommendation could be worked out by Government in consultation with the Settlement Commissioner. If any special legislation would be necessary to enable Government to impose such a Summary Settlement, we recommend that such legislation should be undertaken speedily.

43. An effective means of rehabilitating the Backward Classes is to resettle them on land. We could not get reliable data with regard to the arable waste lands available for disposal in most of the areas. Different estimates of the waste lands available for disposal in the Banaskantha District greatly differing from each other were received by us. There are large blocks of waste land in the old Sawantwadi State. The problem of Kolhapur will be dealt with separately in a subsequent paragraph. Elsewhere, in the absence of Revenue Survey and Settlement, as well as of Forest Survey and Settlement, it is difficult to say where large blocks of waste land would be available for colonisation schemes of the Backward Classes. With regard to the principles to be followed in the grant of waste lands, we are in agreement with the principles and priorities indicated in Government Resolution, Revenue Department, No. 366/33-XI dated the 10th March 1947. One modification which we would recommend in the orders in this Government Resolution is that wherever comparatively large blocks of waste land are available, preference should not be restricted to persons belonging to the Backward Classes residing in the villages in which such blocks exist, but may be extended to other backward class persons from the same Taluka in which the lands are found. Backward class agriculturists are capable of sustained hard manual labour and if given the necessary resources can make extremely good agriculturists. Wherever sufficiently large blocks of land are available for colonisation schemes, we recommend that matters should not rest with a mere grant of land to the agriculturists from the Backward Classes but every assistance should be given to them for the purchase of agricultural cattle, implements, seeds, etc., and also for expert guidance in the initial stages. We would recommend that for such blocks assistance should be given to the grantees along the lines given in the colonisation schemes at Hillur and Ramapur in North Kanara District or on the lines given in the Sarvodaya Scheme at Arawatgi in the Dharwar District. The concessions given under these schemes are noted in brief in Appendix IX.

44. The position with regard to the grant of lands in the old Kolhapur State calls for special comment. The old Kolhapur Darbar had decided to grant certain lands to the returned soldiers from the last World War for their rehabilitation. It was later decided to extend the scope of the allotment to the

Harijans also. Over 14,000 acres of land spread over the different parts of the Kolhapur State and chiefly located in the Radhanagari, Budhargad, Shahuwadi, Hatkanangle, Raibag and Panhala Talukas were allotted. About 100 acres of land were allotted to selected individuals. The rest of the land was allotted to the Harijans of the villages in which the lands were situated on a collective basis. The Collector of Kolhapur reports that only an area of about 1,200 acres out of this land was fit for immediate cultivation. This land was given for cultivation on a collective basis on rent equal to 3/4ths of the average amount of 5 years' rent. The lands were leased for a period of 5 years ending 1952-53. At the end of this period, the lands were to revert to Government as per the original orders. The remaining area of slightly over 13,000 acres consists mostly of waste land requiring some efforts and resources to be spent for bringing them under cultivation. It is understood from the Collector of Kolhapur that these lands have been given on the condition that they would be brought under cultivation within a period of 5 years. The lands are to be exempted from assessment for a period of 10 years and thereafter for a further period of 5 years only half the assessment is to be recovered. After 15 years the lands would be liable to pay full assessment and would be granted on the full occupancy tenure.

45. Although the principle of grants of lands for cultivation collectively is admirable, it does not appear that before these grants were made on this basis, care was taken to see that organised co-operative farming would be introduced within a specified period. No particular conditions were stipulated to secure collective farming in practice nor was any method prescribed for this purpose. It is understood that grants were made on behalf of the local backward class communities to selected local leaders. We were informed that in many cases where the lands granted on this basis have been brought under cultivation, either the lands have been parcelled out locally or the local leaders have been cultivating the lands themselves and enjoying the fruits thereof in the name of the local community. The position in either of such cases is far from satisfactory. We recommend that these grants should be carefully reviewed and Government should consider whether it is now possible to attach specific conditions regarding the manner in which the object in making these grants, namely, collective cultivation is secured in those cases in which the extent of the lands granted is sufficient to secure this purpose. Where the extent of the lands granted is comparatively small and collective cultivation would not, therefore, be practicable, the Committee recommends that Government should consider whether the grants can be revoked and lands re-granted to those members of the Backward Classes who have insufficient lands for their maintenance so as to give them economic

holdings. The Collector of Kolhapur has not furnished the figures of the area of the lands allotted which has actually been handed over to the grantees. Estimates of this area vary. While we learnt from some non-officials that roughly about 1/3rd of the lands have been physically handed over, the Collector reports that the actual possession of the major portion of the lands has been given. The extent of the "major portion" is, however, not revealed.

46. As previously stated, over 13,000 acres of land allotted consist of waste land require expenditure of effort and resources to make them fit for cultivation. How far such expenditure would yield an economic return would, doubtless, vary with the quality of the lands in question. If these grants are not to remain paper grants, and the object of making these grants is to be achieved, *we recommend that the lands should be surveyed and assistance should be given along the lines of Hillur or Arawatgi.*

47. In addition to the lands referred to in the preceding paragraphs, the Ruler of Kolhapur had in his possession 58,000 acres of land described as "Sheri lands" at the time of the merger. Of these lands, His Highness the Chhatrapati Maharaja has released to Government lands measuring 36,000 acres. Some of these lands are stated to be cultivable and others fit for being brought under cultivation after some effort. The Collector of Kolhapur states that a Committee was formed to distribute these lands but before it commenced its work, the Kolhapur State was merged in the State of Bombay and the Committee ceased to function. These lands are reported to have been given for cultivation on Eksali lease. *We recommend that the work of allotment of these lands to deserving persons from the Backward Classes who have insufficient lands for their maintenance should be taken up without any further delay.* Of the remaining Sheri lands, it has been decided that His Highness the Chhatrapati Maharaja should retain 12,500 acres and surrender the rest to Government. When these lands are released by His Highness, *we recommend that these should be disposed of with due regard to the priorities as between grantees as laid down in Government Resolution, Revenue Department, No. 366/33-XI dated the 10th March 1947.*

48. There is another category of lands in the old Kolhapur State, viz., Devasthan lands. These lands consisting of lands originally assigned to temples were managed by a Devasthan Mandal and the proceeds utilised for prescribed purposes. It would seem that previously these lands were being leased annually by auction to the highest bidder. It is reported that during the regime of Mr. E. W. Perry, C. S. I., C. I. E., I. C. S.

as Prime Minister of Kolhapur, he issued an order that 10 per cent. of these lands should be leased to *bona fide* cultivators from the Harijans without auction. We recommend that Government may consider extension of this principle and long term leases on reasonable rent without auction to cultivators from the Backward Classes if such a course is possible under the rules governing the Devasthan Mandal and existing laws including the Tenancy and Agricultural Lands Act.

49. It is reported that there are some Sheri lands in some of the other Deccan States also. If any of these lands are transferred to the State, we recommend that these lands may also be dealt with in the manner indicated for the Sheri lands of Kolhapur in paragraph 47 above.



CHAPTER IV.

ECONOMIC CONDITIONS—LAND (TENANCY).

50. The Bombay Tenancy and Agricultural Lands Act, 1948, is now applicable to all these areas. Most of the difficulties of the backward class agriculturists who are tenants could be solved if this Act is effectively implemented. But we regret to observe that in most of the areas where the tenants were drawn from the Backward Classes, the landlords have not only taken the benefit of the provisions in the Act enabling them to terminate the tenancies but have resorted to all kinds of subterfuges and even illegalities to deny the benefits of the Act to the tenants. There are large areas where the original Survey Settlement under the Land Revenue Code has yet to be introduced. In many areas, particularly in the Deccan States, where the lands have been surveyed and settled, the Record of Rights and Tenancy Registers have yet to be introduced. In Jahgiri and Inam villages in which some records, even though rudimentary, were maintained with regard to persons cultivating the lands, these records are in the custody of the land-holders. Many complaints were received by us that these records were either destroyed or tampered with to the disadvantage of the tenants. An instance was also reported in which sheets from the Pahani Patrak were destroyed and the matter was reported to be under investigation. Particularly in Gujarat, complaints were received that tenants were compelled to sign Nokarnamas or service bonds intended to prove that the signatories were ostensibly servants of the landlord and not his tenants. After signing these nokarnamas, the "Nokars" continued to cultivate these lands paying the old rents and other exactions not allowed under the Tenancy Law. Tenants were being forced to surrender the lands and made to show that no eviction was involved but the surrenders were voluntary. It was also alleged that in some areas unscrupulous landlords with the assistance of local subordinate Revenue officials made the tenants surrender their lands. In addition, it was reported that free use was being made of Section 34 of the Bombay Tenancy and Agricultural Lands Act to evict tenants on the plea of personal cultivation. To get over the limit of 50 acres prescribed for personal cultivation, various means were resorted to, such as, parcelling out blocks of 50 acres among relations. It was stated that in the former Baroda State the exercise of the right to terminate a tenancy on the plea of personal cultivation was restricted to those cases in which the landlord had already a farm house, agricultural cattle and implements in the village in which the lands were situated. This healthy restriction is no longer in force. There were also large scale breaches of several other provisions of the Tenancy

Act and, in particular, those relating to maximum rent, prohibition for receiving rent in terms of service or labour, abolition of all cesses etc., eviction from dwelling house built on a site belonging to the landlord, the tenants' right to trees and their produce, and issue of receipts for rent. We also noticed that the determination of the value of the crop in kind or cash for the purposes of assessing the maximum rent payable by the tenant under Section 6 of the Bombay Tenancy and Agricultural Lands Act, 1948, often led to grave abuses in practice. The Backward Class tenants were forced to accept grossly exaggerated estimates of the yield made by the superior holders. When the superior holders' estimates were not accepted and a dispute resulted, the parties to the dispute not being evenly matched, often enough, the landlords carried the day. Much tension was also caused by allegations of stealing of crops made during such disputes.

51. To deal with the various problems referred to in the previous paragraph we make the following recommendations:-

(1) *In those areas which have yet to be surveyed and settled, and where the introduction of the formal Record of Rights under the Land Revenue Code will inevitably take some years, provisional Record of Rights may be introduced after a preliminary rough survey.* It is understood that the Settlement Commissioner has submitted proposals to Government for the introduction of such Record of Rights and submitted details regarding the nature of work involved etc. in some areas. It is recommended that this action should be taken in all those areas of former States where no formal Record of Rights now exist.

(2) *Government should examine with the aid of legal experts as to whether it is now possible for the Governor under paragraph 5 of the Fifth Schedule to the Constitution to direct by public notification that the Bombay Tenancy and Agricultural Lands Act, 1948, will apply to the Scheduled Areas only with certain exceptions.* If this course is open it is recommended that *the Governor may be moved to exempt the Scheduled Areas from the operation of Section 34 and the consequential sections of the Tenancy Act.*

(3) *If the course referred to in the previous recommendation is not feasible, we recommend that the Governor may be moved to make a regulation for the Scheduled Areas under paragraph 5 of the Fifth Schedule to the Constitution prohibiting the termination of the tenancy of a cultivator from the Scheduled Tribes for any reasons other than those specified in Section 14 of the Tenancy and Agricultural Lands Act.*

(4) Under Section 8 of the Tenancy and Agricultural Lands Act read with Section 6(2), *Government should prescribe that rents in the Scheduled Areas should be payable only in cash and that the maximum rent should not exceed three times the assessment of the lands.* Having regard to the circumstances in which the Adivasis who were the original landholders in these areas lost their lands and were reduced to the status of tenants and the statutory provision under the Land Revenue Code requiring that the aggregate assessment on the occupied lands should not exceed 35 per cent. of the rental value of such lands, we consider that the multiple of assessment suggested by us for the determination of the maximum rent is most fair and reasonable.

(5) *More effective steps should be taken than at present for the implementation of the Tenancy and Agricultural Lands Act in those merged States areas which are now included in the Scheduled Areas. For this purpose arrangements similar to those existing in the Dahanu and Shahapur Prants of the Thana District should be made whereby the Prant Officers will be ex-officio Aboriginals Welfare Officers and will be directly responsible for the proper implementation of this and other ameliorative legislation in these areas.* The Prant Officers should be required to submit quarterly reports on the implementation of these measures directly to Government and to send copies of such reports to the Backward Class Officer. Wherever extra staff such as Tenancy Aval Karkuns is required for the proper implementation of the Act and the protection of the backward class tenants from exploitation, such staff in the required strength should be sanctioned in spite of the general retrenchment drive.

CHAPTER V.

ECONOMIC CONDITIONS—LAND (LABOURERS).

52. A large majority of the Backward Classes are landless labourers. Even the occupants and tenants who do not possess an economic holding take to casual labour. The problems of the landless labourers vary from place to place. There are different systems of engaging such labourers. These systems vary from the Hali system of virtual serfdom prevalent in the States areas now forming part of the Surat District to casual employment on daily wages in cash or partly in cash and partly in kind. The Hali system has been described as "A long established practice by which an agricultural labourer (Hali) and to some extent the members of his family bind themselves practically for life to serve a farmer (Dhaniyama) in lieu of debt which he incurs mostly for marriage."** The Halis are serfs in the sense that they are bound down for life to serve their masters for the loans which they receive from them. Although it is usually understood that on repaying the loan with interest the Hali is free to leave his Dhaniyama, he is seldom able to repay the debts due to niggardly payments. Instances have been noted in the past where the Halis could not leave in spite of their ability and willingness later on to repay the loans in full on account of clever manoeuvring of their Dhaniyamas. In spite of there being no legal validity to such contracts, the Dhaniyama could secure the return of the Hali either by approaching the party with whom the Hali might be working or by exercising some other direct or indirect pressure.** One more significant feature of the system which further exposes the extent of bondage is that the Dhaniyama enjoys the first priority of engaging the sons of his Hali as his Halis and only after he has shown his unwillingness to add to the number of his Halis, that the sons can approach other farmers for marriage loans". In some parts, the practice of a Hali changing the Dhaniyama is not uncommon. The new master acquires the service of the Hali by paying all his debts of the old Dhaniyama. The Hali is paid only for the days on which he works at customary rates which vary from place to place. Previously the payments were reported to be mostly in kind. Latterly these are being replaced by payments in cash. Payment is also made to family members of the Hali for the services which they render. In the Banaskantha District, a similar but much less rigid system was found to prevail. This system is known as the "Angadia" system. The Angadia like the Hali, in return for a loan, agrees to serve for a stipulated payment until the loan is paid off. But unlike the Hali he is not paid only for the days on which he works

but payment at an agreed rate over a given period is stipulated. The Backward Class Welfare Officer for this District stated that he had come across a case in which the Angadia had to serve for 10 years continuously before he could relieve himself from a loan of Rs. 100. Similarly, in the Jawhar and Janjira States labourers agree to serve for a period in return for a loan. The system in these areas is known as that of the "Bandhlele Gadi". In most other areas in the States north of Bombay the prevailing system is that of "Chakar" or "Saldar". Under this system the labourer receives a fixed annual payment in return for work. Though the payment is locally referred to as an annual payment, in practice, the Chakar or Saldar has liability to serve only during the agricultural season and receives his payment as soon as the agricultural season is over. He is thereafter free to employ himself in such employment as he can find. Elsewhere the labourers are engaged on daily wages which vary from place to place and with the seasonal demand for labour.

53. In addition to economic bondage resulting from the Hali or Angadia system or even from dependence on the employers owing to the poor bargaining position of the labourer, the landless labourer quite often is also subject to pressure from his employer because of his hut being located on the land of the employer.

54. Wherever there are possibilities for the re-settlement of landless labourers from the Backward Classes on land these possibilities should be fully exploited. Government even today is committed to this principle. We, however, realise that this solution of the problem would be open only in the case of a small section of the landless labourers. A large section of the landless labourers will continue as such. It is very necessary that their conditions of employment and living should be effectively improved. The problem of the Halis is no new problem since this system also exists in the original Surat District of the Bombay Province. Government had appointed a Committee under the Chairmanship of Shri M. L. Dantwala of the Bombay University to enquire into this system in the Surat District. It is understood that this Committee has submitted its recommendations to Government for the abolition of the Hali system. *The orders of Government issued on the recommendations of this Committee should apply to Halis, Angadias and Bandhlele Gadis wherever these systems are found to prevail.*

55. With regard to the landless labourers generally, the fixing of minimum wages of agricultural labourers under the Minimum Wages Act, 1948, is under the contemplation of

Government. We recommend that early steps should be taken to fix the minimum wages and effective machinery devised to see that wages below the minimum are not paid.

56. We also recommend that Government should, by notification under section 18 of the Tenancy and Agricultural Lands Act, extend the provisions of section 16 and section 17 of the Act to the dwelling houses of agricultural labourers or artisans in the Merged States Areas included in the Scheduled Areas. With regard to those landless labourers who would not benefit by these provisions, we recommend that Government should provide free house sites and hutting materials.

57. Another effective method of improving the economic condition of the labourers is to give them subsidiary remunerative employment. To anticipate the chapter on forests, there is good scope for the formation of Forest Labourers' Co-operative Societies in the forest areas to replace the forest contractors. Wherever organised employment such as on public works, etc., is available, similar labourers' societies could also, if properly organised and conducted, help not only to raise the economic condition of the labourers but also help them to live a fuller life. In the present stage of illiteracy of most labourers, such societies are, however, only possible if devoted social workers are available to sponsor them and nurse them in their initial stages.



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CHAPTER VI.

ECONOMIC CONDITIONS—AGRICULTURAL IMPROVEMENTS.

58. In this chapter it is proposed to deal with the question of improvement in the economic conditions of the backward class agriculturist, be he an occupant or a tenant, and with the improvement of agricultural methods, technique, etc. at present in use. An important problem of the backward class agriculturists is that of credit, both for long-term and for seasonal needs. Both the Bombay Agricultural Debtors' Relief Act as well as the Money Lenders Act are now applicable in all these areas. Under the former Act, viz., the Bombay Agricultural Debtors' Relief Act, there is a provision for adjustment of debts on an application to be made to the Court. The prescribed date before which such applications were to be made varied with the different States. A general impression prevalent amongst many social workers with whom we came in contact was that the prescribed date for the debtors to file such applications gave too little time for the debtors from the Backward Classes in these areas to avail of the benefit. There was a desire on the part of such workers that this date should have been extended. We have carefully examined the question whether any such extension was necessary in the interests of the backward class debtors who failed to ask for adjustment of their debts. Section 4 of the Bombay Agricultural Debtors' Relief Act, 1947 makes it optional either for the debtor or the creditor to apply for an adjustment of the debts. Section 15 of the same Act provides for the extinction of every debt due from a debtor in respect of which no application for adjustment or settlement has been made. In view of this provision of the Act, most of the backward class debtors would not appear to have suffered for want of application on their part for adjustment of the debts. All their debts in respect of which their creditors have not asked for adjustment would stand automatically extinguished. This legal position, however, would be known to a very small proportion of the backward class debtors. We recommend that the correct legal position should be brought to the notice of the backward class debtors by sustained propaganda through both official and non-official agencies.

59. Previously, for the backward class agriculturists whose status was that of occupants, almost the only source of credit was the local Sowcar. The primary source of credit to the tenants was usually the landlord. Both these sources fully exploited the poor backward class agriculturists who came to them for help in their hour of need. Credit from these sources has almost completely dried up with the application of the Money Lenders Act and the Tenancy and Agricultural Lands

Act. Where private money-lending still continues, it is often done surreptitiously and in contravention of the restrictions imposed on money-lending transactions by the Money Lenders Act. The Co-operative Societies have not stepped into the breach. Particularly in the backward tracts and among backward agriculturists, though co-operation is their saviour, the inherent difficulties caused by the prevailing illiteracy and ignorance are great stumbling blocks to the progress of the co-operative movement. Thus rural credit for the backward class agriculturists has almost completely dried up. *We recommend that the State must, for the present, step into the breach and make adequate provision for bona fide credits required for productive purposes both on a short-term and a long-term basis.*

60. Short-term credit is required chiefly to help the agriculturists to tide over the period between the on-setting of rains and the harvesting of the first food crop. This credit can be most conveniently provided in kind. The ideal method of providing this credit is through Khavti-Kothars or grain banks. These grain banks can be started initially under Government management through local revenue officials with whom intelligent local persons from the Backward Classes can be associated as members of advisory committees. Such advisory committees would form the nuclei for managing bodies of co-operative societies into which the grain banks could, at a later stage, be converted. All transactions in the grain banks take place in kind. The grain banks are also conducive to thrift as the cultivator is encouraged to save in kind. We understand that Government have decided not to open any more grain banks so long as the controls on the procurement and distribution of food grains last. *We earnestly recommend that Government should reconsider this decision as the grain banks would in no way militate against the policy of conservation of food stuffs. In our opinion, the grain banks can themselves serve as centres for building up food stocks and with the beneficial effect which they would have on the agrarian economy served by them they would materially help Government in securing both larger production and procurement of food stuffs.*

61. For productive agricultural credit for long-term purposes, that is, for the improvement of agriculture by way of either land improvement, construction of irrigation wells, purchase of agricultural livestock and deadstock, etc., the system of State loans or Tagavi loans would be the only effective method of supplying credit until the co-operative agricultural credit movement can take over this function effectively from the State. The present system of administration of Tagavi loans is, however, such that very few backward

class agriculturists can take advantage of it. Not only is the amount of Tagavi limited to a fraction of the estimated value of the land which is to be taken as collateral security from the respective borrower, but the method of estimating the value of such land is itself very crude and in the backward class tracts where land transactions are very few, valuation becomes a subjective process varying with the village officer who does the valuation. We, therefore, recommend that an objective method of valuation should be adopted. It is suggested that a good deal of red-tape and obstruction from lower revenue subordinates would be done away with if Government issues orders that Tagavi loans should be given up to a multiple of, say, 80 times the assessment of new tenure lands and up to a multiple of, say, 120 times the assessment of old tenure lands. Where the Tagavi is intended to secure lasting permanent benefits which would improve the repaying capacity of the borrower, we do not see any reason why the loan should be limited only to a fraction of the estimated value of the land. So long as the loan is considered an economic proposition, it should be possible for the State to take a broader view of the transaction than a private money lender who may be justified in insisting upon wide margins in the collateral. When Tagavi is granted for such purposes as an irrigation well which will definitely improve the permanent value of the land, we recommend that Government in fixing the limit of Tagavi may even make allowance for improvement in the value of the land as a result of the proper utilisation of the loan amount. We further recommend that short-term Tagavi loans for purchase of agricultural cattle, bullock-carts, implements, seeds, and manures should be granted freely on personal bonds and the collateral security of the objects for the purchase of which such Tagavi is granted; whenever possible such loans may be preferably granted in kind, the borrowers being helped to purchase good cattle, carts or equipment by officers of the Agricultural Department. Unless the Tagavi loans are thus liberalised, the large class of backward class agriculturists who have no land of their own to offer as collateral but who may be capable of proving good agriculturists on lands cultivated by them as tenants would be deprived of a chance of improving their economic position for want of proper credit facilities from the State.

62. Reference has been made to Tagavi for irrigation wells in the preceding paragraph. It is necessary to consider this subject in greater detail. It is a truism that an irrigation well marks the difference between precarious and prosperous agriculture. Once the advantages of well irrigation were brought home to the backward class cultivator, we found that he was ever willing and ready to make the maximum sacrifices for securing an irrigation well. The movement for the construction

of irrigation wells had received considerable momentum particularly in the Sabarkantha District. The present scheme for assistance to the backward class agriculturists in the matter of such wells, however, in our opinion, requires considerable modification. We recommend that the Agricultural Department should be asked to frame estimates for standard irrigation wells capable of working one moat for different tracts of the Merged States Areas, wells whose sides are not built up and wells whose sides are built up. *For the former wells, we recommend that subsidy equal to the actual expenditure incurred for the completion of the well including the cost of purchasing and installing the deadstock comprising the lifting apparatus necessary for utilising a well for irrigation minus the cost of unskilled labour employed subject to a maximum as indicated by the estimates prepared for each tract should be given. The subsidy should be given in three instalments in suitable stages during the completion of the work.* For pucca wells we recommend that the subsidy should be the same as for a kaccha well and the remaining expenditure required should be given by way of Tagavi loan.

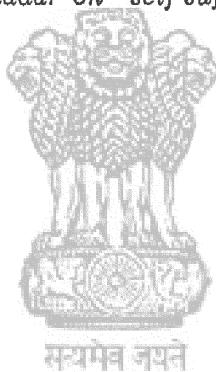
63. In addition to the provision which Government should make for credit to the agriculturists from the Backward Classes in these areas as recommended in the foregoing portions of our report, we consider it necessary simultaneously to start building up the co-operative movement in these tracts along healthy lines. Shri Dahyabhai J. Naik of the Bhil Seva Mandal, Dohad, an experienced social worker among the Backward Classes has pointed out the danger of a mushroom growth of multi-purpose societies started mainly with a view to taking over the distribution work of controlled articles. Not only do such societies neglect the credit aspect which is the backbone of the co-operative movement, but they are also likely to come to grief if controls with their necessary corollary of guaranteed margins to the distributor are suddenly withdrawn. We agree with Shri Naik when he states, "it is hazardous and even dangerous to make the experiment of multi-purpose society alone in backward tracts where trained, efficient and honest man power is inadequate." We recommend that in the portions of the Merged States Areas listed in the Scheduled Areas of the State, the co-operative movement should be fostered along the lines of the Dohad and Jhalod co-operative movement which has evolved a perfect system of working during 25 years of experience. Agricultural credit societies under the management of group secretaries at the bottom, controlled by a special officer at the top should be organised. These societies should be linked with the existing multi-purpose societies for marketing agricultural produce of the members and supply of their requirements such as gur, iron, cloth, salt etc. We recommend that in

the initial stages the societies should also be paid substantial grants towards the emoluments of the Secretary to enable the employment of suitable persons in this capacity. We also recommend that the recommendation of the Nanavati Committee (Agricultural Credit Organisation Committee) for the setting up of agricultural banks to finance individual cultivators as well as co-operative societies, these banks functioning and dealing in kind, should be implemented in these areas.

64. The backward class cultivator who is wedded to the soil and not afraid of hard manual labour which is a fundamental pre-requisite of successful agriculture has the making in him of a good farmer provided that he is given the necessary resources and also visible demonstration of the utility of improved technique. For the latter purpose, we recommend that *Taluka Demonstration Centres should be started in all the Scheduled Areas.* Under these centres farms of backward class agriculturists could be selected for a practical demonstration of improved methods of cultivation and agricultural technique. These centres may be placed in charge of field Kamgars who should also be given specific targets for attainment with regard to work both on the selected farms and in the surrounding area.

65. For agriculture to be made remunerative, it is necessary that composite agriculture which includes subsidiary occupations such as dairy farming, poultry keeping, bee-keeping, etc should be encouraged. It will not do to neglect the cattle problems of the backward class agriculturists in these areas on the plea that they are not "cattle conscious". It is very necessary to make the backward class agriculturists also fully alive to the problem of conserving and improving their cattle wealth. We recommend that the Department of Animal Husbandry should select the particular breeds which are considered to be ideally suited to the varying local conditions and promote the development of such breeds with the help of backward class agriculturists generally and not merely professional cattle breeders. Dairy cattle should also be encouraged and wherever transport conditions facilitate the marketing of dairy products, co-operative methods of marketing of such produce should be encouraged. As for poultry, most of the Backward Classes are definitely "poultry conscious". The improvement of poultry breeds should be sought by starting poultry farms, the institution of premia for rearing successful poultry and award of prizes by poultry shows. Assistance should also be given for improved poultry houses and possibilities of organised marketing of poultry products on co-operative lines explored and developed. Bee-keeping should be encouraged in those tracts where successful bee-colonies can be raised.

66. An important subsidiary occupation which can be developed satisfactorily is that of production of cloth on self-sufficiency basis. We have noted with satisfaction the progress which this occupation has made in parts of the Surat District predominantly inhabited by the Backward Classes where intensive work to this end is being done by Shri Jugatram Dave and his colleagues of the Vedchi Swaraj Asram and sister institutions. The Backward Classes in this tract have readily taken to this subsidiary occupation. We feel that if similar efforts are made in the merged areas, particularly in the cotton tracts, the essential needs of the agriculturist for clothing himself and his family could be very easily met with very little expenditure in cash or diversion of labour from other productive employment. We, therefore, recommend that the State Village Industries Committee may be requested to promote intensively the production of Khaddar on self-sufficiency basis in these areas.



CHAPTER VII.

ECONOMIC CONDITIONS—FORESTS.

67. Next to land for cultivation the most important source of living to the Backward Classes in many areas is the forests. The total forest area in the old Bombay Province was 12,369 sq. miles of which 10,775 sq. miles were in charge of the Forest Department and the rest in charge of the Revenue Department. With the merger of States, an area of 5,247 sq. miles has been added to the forests of the State. In the merged States north of Bombay and in parts of the Janjira and Bhor States, the problem of forests and their administration is very closely linked with that of the living conditions of the Scheduled Tribes who form almost exclusively the forest labour and who live in and around these forests. The forest areas were generally surveyed and demarcated in the Deccan States and in the Kolhapur, Jawhar, Surgana and Baroda States. In the rest of the States the work of survey and demarcation has still to be done. In the majority of the States there were no systematic working plans ; where these existed, according to the Chief Conservator of Forests, they will have to be radically revised. Of the total forest area in the merged States, an area of 1168.75 sq. miles is contributed by the States south of Bombay. The remaining area of 4078.25 sq. miles is spread out in the States north of Bombay.

68. During the course of the tour of the Sub-Committee for the States north of Bombay, complaints were received from the local villagers that the concessions and privileges enjoyed by them previously had either been withdrawn or restricted and in some areas it was even alleged that the corresponding concessions enjoyed in the adjoining forests in the original parts of the Bombay State had not been extended to the people in the merged areas. This subject was discussed in detail by us with the Chief Conservator of Forests (Shri G. S. Singh) and with the Conservator of Forests for the North-West Circle (Shri S. P. Pandya). We were assured by these officers that though the permanent continuance of the concessions enjoyed in particular local forest areas will have to be reviewed in the light of silvicultural principles, for the present, the old concessions and privileges have been continued. We recommend that the Forest Department should give wide publicity to the privileges enjoyed both by the inhabitants in the forest villages and the general public in the original forests in the State and also the privileges enjoyed by the villagers in each of the Merged and Integrated States during the State regimes which have been continued after the merger by issuing a suitable pamphlet on the subject in all the regional languages. During the discussion with the Chief Conservator of Forests and the Conservator of Forests, North-West Circle, it was stated by these officers that

in the course of demarcation and survey for the forest areas, certain areas, would have to be set apart as reserved forests in which the concessions and privileges to be enjoyed would have to be considerably restricted. The remainder of the forest areas, according to these officers, could be set apart as protected forests. More liberal concessions and privileges could be given to the villagers in the protected forest areas. *We recommend that early steps should be taken by Government for the proper survey and settlement of the un-demarcated forest areas and for fixing the concessions and privileges of the villagers in these areas. We recommend further that due regard should be paid to the concessions enjoyed in the previous State regimes consistently with silvicultural principles and forest policy in the rest of the State.*

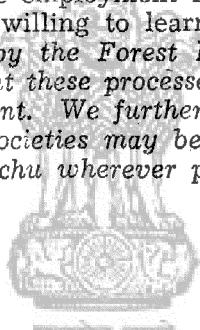
69. In those areas where the forests have not been demarcated it was noticed that in a majority of the cases the forests were honeycombed with patches of land under cultivation. We felt anxious about the future of the cultivators of these lands which would, with survey and demarcation, fall within the reserved forest areas. We were assured by the Chief Conservator of Forests and the Conservator of Forests, North-West Circle, that at the time of forest settlement, suitable land would be given to such cultivators when forming compact forest blocks, outside such blocks. We realise that it would be both in the interests of the forest administration and the cultivators that forest blocks should be compact, and, except for in forest settlements, the blocks of cultivated land should be outside the forest blocks. *We recommend that the assurances given by the Forest Officers should be fully implemented at the time of the demarcation of compact forest blocks. Not only should equivalent land in area and quality be given in exchange but where the cultivator has to shift along with his residence, due compensation should be paid for the cost and trouble of such shifting.*

70. In the States north of Bombay, as previously observed, forest labour is exclusively drawn from the Scheduled Tribes. This labour is in real need of protection from exploitation by the forest contractors. We note with pleasure that Government has extended to these forest areas the minimum wages clause in the agreement with forest contractors under which prescribed minimum wages have to be paid to forest labour. *We recommend that officials of the Forest, Revenue and Backward Class Departments should, in the course of their duties, be asked to see that the minimum wages clause is properly complied with by all the contractors and that forest labour is not cheated of its rightful dues.*

71. Another method of freeing the forest labour from the clutches of forest contractors is the formation of Co-operative Societies which can take the place of the forest contractors. Such

Co-operative Societies would not only improve the economic condition of the labourers by retaining the profits of the industry for themselves but would also help the members to realise their potentialities and provide a good training ground for collective effort. We note with pleasure that the movement of Forest Labourers' Co-operative Societies has begun to make a headway in most of these areas and trust that, with the co-operation of recognised social service agencies among the Backward Classes willing to sponsor and nurse such societies in their initial stages, the movement will soon cover all these areas.

72. We noticed that in some of the forests in these areas labourers were being imported by forest contractors from Bundelkhand and other areas outside the State for the manufacture of catechu. These imported labourers were paid comparatively high wages. The local forest labourers could find a source of remunerative employment if they were taught this process which they are willing to learn. We recommend that steps should be taken by the Forest Department to see that local labourers are taught these processes and are given preference in forest employment. We further recommend that forest labourers' co-operative societies may be encouraged to take up the manufacture of catechu wherever possible.



CHAPTER VIII.

ECONOMIC CONDITIONS—OTHER OCCUPATIONS.

73. Among the other important occupations of the Backward Classes, which are followed as hereditary occupations by some communities, are the occupations of hand-loom weaving followed by the Vankars in many of the Gujarat States and Baroda and the occupations of flaying, tanning and leather-work followed by different sections of the Scheduled Castes such as Mahars and Mahyavanshis, Dhors, Chambhars and Rohits. The Bhangis do the conservancy work in urban areas. The other cottage industries are rope-making, bamboo work and cane work.

74. Regarding hand-loom weaving, this is an important village industry throughout the State and not confined to the Backward Classes. We are aware that Government is fully cognisant of the importance of this industry and is taking necessary measures for its prosperity. We would, however, like to observe that the weavers from the Backward Classes are generally unorganised and unable to reap the full benefits of Government measures for the rehabilitation of this industry. The chief difficulty represented to us by the Backward Class persons engaged in this industry was of shortage of yarn. *We recommend that Government should take steps to see that a sufficient quota of yarn is made available to the Backward Class weavers and that Government should ear-mark the quota for this purpose, if it is necessary to do so.*

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75. The processes of tanning employed by most of the tanners in the Merged States, particularly in the north of Bombay, were found to be rather crude, archaic and wasteful. The tanners are willing to learn improved methods of production whereby the quality of their products would be improved enabling them to secure better prices. The Committee notes that peripatetic demonstration schools in tanning have recently been opened at Idar and Palanpur. The tanning industry in the South, particularly in Kolhapur, is well established and prosperous. In order that such prosperity may be maintained and improved, it is necessary that every effort should be made to re-organise the industry on co-operative lines and form Industrial Co-operatives of tanners. The facilities made available to the industrial co-operatives should serve as an inducement to the tanners to form such societies. Sustained propaganda and preliminary work in organising them into co-operatives is, however, necessary by officers of both the Backward Class and the Co-operative Departments.

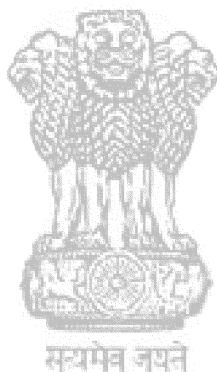
A complaint received in many places was that difficulties were being experienced in obtaining bark for tanning material. We recommend that bona fide tanners should be allowed to remove bark from standing trees from forest coupes ear-marked for exploitation in the following year. The removal may be regulated by passes but should be free.

76. A considerable number of tanners work as labourers who are paid daily wages by the owners of the tanneries. We note that Government have appointed a Committee to enquire and advise with regard to the minimum rates of wages in respect of the employment in tannery and leather manufactory under the Minimum Wages Act, 1948.

77. As for the conditions of the scavengers, Government have appointed a separate Committee under the Chairmanship of our esteemed colleague Shri V. N. Barve, to enquire into the living conditions of the scavengers and report on their amelioration. This Committee would doubtless cover the problems of the scavengers in the merged areas as well. It does not, therefore, appear necessary for us to dwell on these problems at length. We would, however, observe that in several of the Gujarat States the "Gharaki" system under which scavengers have a hereditary right to clean the latrines of particular households is in prevalence. This right can also be mortgaged. We would recommend that this system should be abolished and that the local bodies who have the primary responsibility and duty to secure the conservancy and public health of the local areas should be compelled to make satisfactory arrangements for the cleaning of all latrines by employing a suitable number of persons for the purpose.

78. Employment in Public Services of different categories offers ready scope for rehabilitation of the Backward Classes with insufficient or no land or no remunerative occupation to fall back upon. While data regarding the extent of Backward Class persons employed in different categories of Public Services were not available, it may be stated without hesitation, that the percentage of Backward Classes actually employed in the different categories in almost all the Merged and Integrated States Areas would be much below the percentages for these categories prescribed by the Bombay Government. We recommend that wherever these percentages have not been attained, it should be made obligatory on appointing authorities to fill all vacancies arising in the posts under their control by qualified Backward Class candidates, if available, until the prescribed percentages are reached.

79. With regard to the various other occupations referred to, it is necessary that active steps should be taken to bring home the full benefits of the various facilities offered by Government for improvement in the technique of production and for rehabilitating these occupations through industrial Co-operative societies to the Backward Class persons engaged in these industries. For such sustained intensive work, the strength of the Backward Class Department should be suitably increased. We recommend at least one Backward Class Welfare Officer for each District in those districts where there are substantial parts of the merged areas should be immediately appointed so that these officers may be able to pay sufficient attention to the Backward Classes living in the merged areas.



CHAPTER IX.

ECONOMIC CONDITIONS—HEREDITARY OFFICES.

80. A considerable number of Backward Classes perform village service useful either to Government or to the community or to both and are remunerated for such service by Pasayata or Watan lands assigned for the purpose or by cash allowances in lieu of such lands. In the Deccan States generally the Bombay Hereditary Offices Act 1874 has been adopted by the previous State regimes and the performance of service by the village servants and remuneration for such service were governed by the provisions of this Act. The Act does not, however, appear to have been similarly adopted in a majority of the Gujarat States. We received complaints that in various places the Pasayata lands had been wrongfully alienated and had passed into the hands of non-officiators. The officiators were called upon to continue to render the services but were not in the enjoyment of the lands which were intended to remunerate them for such services. *We recommend that the Revenue officials should be instructed to verify all such cases of alienation of Pasayata lands and to see that the lands are restored to the officiators wherever they have been unlawfully alienated.*

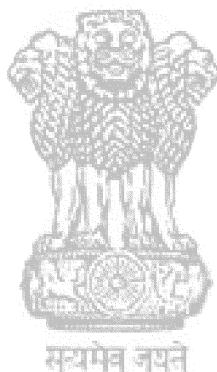
81. In the old Kolhapur State the Maharki Watan was abolished by the Darbar in 1914. The Maharki Watan lands held by the Hakkadar Mahars were converted into Rayatwari by levy of full assessment. Unfortunately, at the time the Darbar did not impose any restrictions on alienations of these lands. The Collector of Kolhapur reports that nearly 75 per cent. of these former Maharki Watan lands have been disposed of by the Mahars in the course of the last 35 years under the stress of economic circumstances from time to time. At this stage, it would not be possible to rectify this state of affairs and to restore the lands to the Mahars. But, in view of this experience, in future when the hereditary Watans relating to inferior village servants are likely to be abolished, care should be taken to see that wherever lands have been assigned to the officiators, and these are converted into Rayatwari tenure, New Tenure conditions should be attached simultaneously with such conversion.

82. With the abolition of the Maharki Watan system, the Kolhapur Darbar introduced the system of "Gaon Sanadis" or stipendiary village servants. This system has released the Mahars and other Backward Classes from their conventional obligation to render free service of different kinds to agriculturists of the villages. (It may be stated, that the old Maharki

Watans still continue in some of the Jahgiri areas of the Old Kolhapur State. In these villages the Mahars are still called upon to render free services to the villagers for which they are remunerated by "Baluta"). In our opinion the system of hereditary Watandar inferior village servants results in oppression of the officiators who are mostly drawn from the Backward Classes, Though, in theory, the services rendered by such officiators are supposed to be part-time, in practice the officiators have to be at the beck and call of the local village officers and have to render practically full-time services, legitimate or otherwise, grossly out of proportion to the paltry remuneration they receive. We, however, appreciate that the question of the abolition of hereditary Watans with regard to such services and their replacement by stipendiary village servants cannot be isolated for the Merged and Integrated States from the rest of the State. We recommend that the system of Gaon Sanadis prevailing in the old Kolhapur State area may be carefully studied with a view to see whether it cannot be extended throughout the rest of the State. In the meanwhile, that is to say, until the abolition of the Watan system we recommend that wherever the hereditary offices in the Merged States are not governed by the provisions of the Bombay Hereditary Offices Act, 1874, immediate action should be taken to bring these offices under the scope of this Act; in particular it is recommended that the benefits of Sections 9, 18, 23 and 25 of the Bombay Hereditary Offices Act, 1874 should be immediately made available to such officiators. We further recommend that wherever the scale of remuneration adopted for such officiators is less than the scale of remuneration sanctioned for the original parts of this State, the remuneration should be forthwith raised to correspond with the latter scale. We further recommend that Dearness Allowances payable to inferior village servants in the rest of the State should also be paid to all inferior village servants in the Merged State Areas.

83. In the old Baroda State, inferior village service was governed by the Baroda Village Service Rules. These Rules provided for the resumption of the Chakariat lands from the officiators in certain circumstances and for their disposal after resumption. During the course of its tour, the Northern Sub-Committee received several representations that these Rules operated very harshly on the Backward Class inferior village servants. We are glad to note this matter was taken up with Government by the Collector of Baroda. In consequence Government have already issued orders that the surplus services Inam lands of village servants in the old Baroda State areas may first be offered on the New and Impartible

Tenure to the village servants to whom they were originally assigned or their heirs, provided that the total Khatas including the lands held by them as tenants are less than economic holdings and they are willing to pay occupancy price not exceeding five times the assessment of the lands. In case, such village servants or their heirs are not alive or available, Government has further ordered that the lands may be disposed of in accordance with the provisions of Government Resolution, Revenue Department, No. 366/33-XI dated the 10th March 1947 as subsequently amended and clarified.



CHAPTER X

HEALTH AND ESSENTIAL AMENITIES.

84. Potable water is an essential requirement of life and health. We need not dwell on either the diseases or the hardships caused by impure and inadequate water or on the advantages of adequate sources of potable water. Under the village Water Supply Scheme, Government is already committed to the provision of one well in every village or hamlet with a population of at least 200 souls in other areas and with a minimum population of 100 souls in the Backward areas. The "Backward Areas" were defined for the original portions of the Bombay State on the recommendation of the Ad Hoc Committee of 1942. We recommend that for the purposes of the Village Water Supply Scheme (and also other ameliorative measures generally) the Backward Areas should include all the areas of the Merged and Integrated States which have been notified as Scheduled Areas, and also the whole of the Banaskantha District. We also recommend that if the agencies such as the P. W. D., the District Local Board and the Rural Development Board are unable to tackle the problem speedily, the work of execution may be entrusted to recognised voluntary agencies working in the tract.

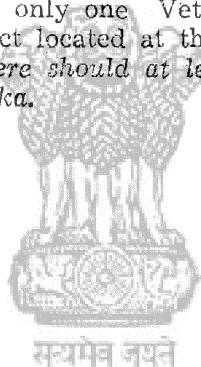
85. Heavy toll is taken by Malaria in all the forest tracts of the Merged States which have now been included in the Scheduled Areas. We recommend that comprehensive Malaria control schemes with D. D. T. on the lines of the schemes already functioning in Kanara and Dharwar Districts should be immediately introduced in the Scheduled Areas.

86. For want of adequate and efficient medical relief facilities in their areas, the Scheduled Tribes resort to black magic and the Bhagat or witch doctor for remedy in serious cases of illness. It is necessary that adequate dispensaries cottage hospitals and combined Public health and medical units should be started in all the Scheduled Areas. The dispensaries and the medical units should have Mobile units attached to them which can reach serious cases of illness in the interior. We recommend that Mobile Dispensaries should be started in all the Scheduled Areas and, in the beginning, at least one Mobile van should be allotted to two Talukas.

87. We noticed that in most urban areas, the Backward Classes lived in slums whose sanitation and public health were either completely ignored or sadly neglected by the Local Authorities. The danger of the existence of such slums, which cannot be effectively quarantined, to the public health of the area generally does not appear to have been realised by most

Local Authorites. Both in the interests of the Backward Classes as well as the general population in such areas it is very necessary that new slums should not be allowed to rise and adequate slum clearance schemes should be planned and executed for the clearance of the existing slums. *We recommend that the Local Authorities in the areas should be made to deal effectively with this priblem and take the benefit of Government's slum Clearance Scheme under which they are eligible for certain subsidies.*

88. The health of cattle is also an important problem which has been neglected in many of the Merged States areas. The importance of this problem in a predominantly agricultural country like ours is too obvious to require elaboration. The present facilities for veterinary relief are far too meagre in some of the areas. To take the extreme case of the Banas-kantha District, there is only one Veterinary Dispensary for the whole of this District located at the District headquarters. *We recommend that there should at least be one Veterinary Dispensary in each Taluka.*



CHAPTER XI.

EDUCATION—PRIMARY SCHOOLS

89. Conditions with regard to the literacy of the general population and of the Backward Class population vary enormously as between the different Merged States. As against 195 literates per 1,000 of the total population registered for the old Bombay Province at the 1941 Census, in Baroda the strength of literates was 229 per 1,000 and in the Gujarat States as low as 82. The corresponding figures for Kolhapur and the Deccan States are not available. Except for Baroda and Kolhapur where primary education received due attention from the State Authorities, generally speaking, it may be stated that the needs of the masses of the population living in the rural areas were generally subordinated to those living in the Capital and in the urban areas. In some States, such as Idar, high school education was completely free and facilities for hostels etc. attached to high schools were provided at the cost of the State. Appendix X contains a Districtwise Statement of the number of primary schools in the areas of the Merged States as on the 31st March 1949. (The figures for Baroda and Kolhapur shown in this statement are for the entire areas of these States as on the same date.)

90. In Baroda free and compulsory primary education is claimed to have been in existence since 1906. The scope of free and compulsory primary education was, however, very much restricted both by legislative enactments and by the administrative machinery for enforcing compulsion. Appendix XI gives a summary of the position of literacy in this State as recorded in the Census of 1941 with regard to all communities and also Scheduled Castes and Primitive Tribes. Similar figures for the Bombay Province as it then stood have not been tabulated in the Census of 1941. The literacy tables for the Bombay Province are based on a random-sample arrived at by taking every 30th slip for Bombay City and 50th slip for other Districts of the Province. On these random-sample figures, the percentage of literacy including partially literates works out to 8.57 per cent. for Scheduled Castes and 4.14 per cent. for the Primitive Tribes. Assuming the random-sample to be representative it would seem that the position with regard to literacy among the Scheduled Castes and Primitive Tribes was better in the Baroda State than in the Bombay Province as constituted at the time of the 1941 Census. Even so, by themselves, the figures reveal that a very large leeway still required to be made up. The problem of education and literacy now requires to be viewed not so much in the light of comparative progress as between different areas as in the context of

a Sovereign Democratic Republic based on Adult Suffrage and the Directive Principle of State Policy enunciated in Article 45 of the Constitution requiring that the State shall endeavour to provide, within a period of 10 years from the commencement of the Constitution, for free and compulsory education.

91. In our State, Government started a comprehensive scheme of free and compulsory primary education even prior to the adoption of the Constitution. In the first phase of this scheme Government decided to introduce free and compulsory primary education forthwith in all villages with a minimum population of 1,000. This programme is due to be completed as part of the first 5 years' Post War Reconstruction Plan by the 29th February 1952. In the next 5 years it is contemplated that free and compulsory primary education would be introduced in all villages with a population of less than 1,000. The scheme made a start with enforcing compulsion in compulsory areas in the age group 7 to 8 ; with each succeeding year this age group is widened to include the next year ; after the age group 7 to 11 is brought within the purview of the scheme, the age group will be extended to cover the ages between 6 to 11. Thereafter the extension of free and compulsory education up to the age of 14 will be taken up by Government. In the original areas of the State, compulsion has been introduced in all villages with a population of 1,000 and over and schools are being gradually opened in villages with a population exceeding 700 but not exceeding 1,000. With regard to the Merged States areas, Government has for the present decided that "because of the backward conditions prevailing in many of the Merged States areas the extention of the two schemes now in force to these areas would not yield best results, but immediate steps should be taken to open up as many schools in these areas as is possible." Government has accordingly directed that schools should be opened in all schoolless villages in the Merged States areas which have a population of 700 and over in accordance with the following programme :

Year.	No. of new schools to be opened.	Approximate cost. Rs.
1950-51.	125	2,00,000
1951-52	125 plus 200	8,00,000
1952-53.	325 plus 64	9,78,000

Government has also directed that in opening schools villages with a population of 1,000 and over should be given first preference.

92. We have given the most careful consideration to the problem of primary education among the Backward Classes in all the Merged States areas. We have discussed this problem at length with educationists and social workers in all the areas which were visited by us and also with the Officers of the Education Department. We have observed for ourselves in the course of our tours the awakening among the Backward Classes in these areas resulting from the advent of Freedom and the merger. We were greatly impressed to see the spontaneous urge on the part of the people to educate their children. We received numerous demands for schools to be opened and we also saw that in many areas private schools had been opened by voluntary agencies with some local support, though we regret that some of these schools had to be closed or contemplated closure because of financial difficulties caused by delays in securing recognition and grants. We are convinced that the backward conditions in these areas cannot be considered as a reasonable or adequate cause for not extending the schemes of Government in operation in other parts of the States to these areas immediately. Shri L. R. Desai, Deputy Director of Public Instruction, with whom we discussed this subject at length, pointed out an administrative difficulty in the immediate extention of all the schemes to those areas, namely, the want of trained and qualified teachers. For reasons which we proceed to give we do not consider this difficulty to be insurmountable.

93. From the description of the Merged States areas given in the Second Chapter, it will be seen that these areas do not form a compact block but are spread throughout the State. In those of the Merged States areas which have been merged with the former Districts of the Bombay State and form only comparatively small portions of those Districts as re-constituted, we fail to see any reason whatsoever for not extending the primary education schemes of the Bombay Government in full to these areas. The administration of primary education in these areas is now the responsibility of the Local Authorities which have sufficient experience in dealing with the problem and which should find no difficulty in recruiting the additional number of qualified teachers required for the extension of the Schemes to these Areas. We are also convinced that there would be no difficulties of personnel in extending these schemes to the new Districts of Kolhapur, South Satara, Baroda, Mehsana and Amreli. In the Districts of Banaskantha and Sabarkantha, Government having already decided to open schools in all villages with a population of 700 and over, we feel that the difficulties of securing the additional staff for enforcing compulsion in the villages with a population of 1,000 and over in the course of the first quinquennial Post War Reconstruction Scheme and

in other villages thereafter would not be insurmountable. It may be necessary for Government to give adequate additional allowances or emoluments in order to attract teachers to these tracts from other areas. But, in our view, the expenditure on such emoluments has to be incurred. We therefore, recommend that the schemes in force elsewhere in the State should be forthwith extended to all the Merged States areas.

94. The present schemes of Government for introducing compulsion in villages with a population of 1,000 and over and for having schools in all villages with a population of 700 and over would leave untouched the problem of imparting primary education to a large population of the Backward Classes namely, the Scheduled Tribes who live in scattered villages or hamlets. Practically the entire portion of the Merged States included in the Scheduled Areas would be left untouched. The directive principle of State policy enunciated in Article 45 of the Constitution requires that the State shall promote with special care the educational interests of the weaker sections of the people and in particular of the Scheduled Castes and the Scheduled Tribes. Article 275 of the Constitution also provides for payment out of the Consolidated Fund of India grants in aid of Revenue of a State such capital and recurring sums as may be necessary to enable that State to meet the costs for such schemes of development as may be undertaken by the State with the approval of the Government of India for the purposes of promoting the welfare of the Scheduled Tribes in that State or raising the level of administration of the Scheduled Areas therein to that of the Administration of the rest of the areas of that State. Having regard to these provisions of the Constitution, we recommend that special schemes should be framed and implemented urgently for the Scheduled Areas on the lines of the Wandrekar Scheme for the Backward Areas of the Thana District for the enforcement of universal free and compulsory primary education among the Scheduled Tribes and others in these areas. In the meanwhile, we recommend that in these areas the Local Authorities should be asked forthwith to open schools not only in all villages with a population of 700 and above, but also in convenient groups of hamlets or villages within a range of 2 miles which would make up a population of 700 or over. For the remaining villages, we recommend that voluntary agencies should be encouraged to start schools. The old State of Jawhar which has been merged with Thana is located between the Mokhada and Dahanu Talukas where compulsion under the Wandrekar Scheme is being introduced from this year. We recommend that this scheme should also be extended to Jawhar forthwith. We understand that Survey Committees have been appointed

for the Districts of Panch Mahals and Nasik to frame schemes for the expansion of primary education in the Backward Tracts of those Districts. *The recommendations of these Committees should be simultaneously applied also to the Scheduled Areas from the Merged States Areas of these districts.* We understand that under the present orders all schools in charge of a teacher who has only passed the VI Standard Primary have been asked to obtain a fully qualified teacher after April 1952 to be eligible for continued recognition. In the Backward Areas, where difficulties of obtaining fully qualified teachers are genuine, *we recommend that the concession given up to April 1952 may be renewed and extended for these areas if the position with regard to the supply of fully qualified teachers shows no improvement in the meanwhile.*

95. Special comment is necessary on the position in the Banas-Kantha District. This District covers an area of 5,915.45 sq. miles with a population of 5,94,970 in 1,311 villages. Roughly the density of population is 100 per sq. mile and the size of each village is $5\frac{1}{2}$ sq. miles. There are only 70 villages with a population of over 1,000, 89 villages with a population between 700 and 999, 298 villages with a population between 400 to 700 and the rest are villages with a population of less than 400. It will be seen from these figures that special measures will be required for this tract for the enforcement of universal free and compulsory primary education. The problem in this District is a general problem of the total population, and it requires more detailed consideration than it has been possible for the Committee to devote. *We recommend, however, that as an immediate measure extra encouragement should be given to voluntary agencies working in this District and in the adjoining District of Sabarkantha which are both faced with comparative serious difficulties in securing qualified teachers by increasing the grants over the usual scale by 25 per cent.*

CHAPTER XII.

EDUCATION—HOSTELS.

96. Under the scheme of free and compulsory primary education through the establishment of schools, it would not be possible to open first grade schools in all areas. In most of the smaller villages it will be possible to open schools teaching only up to the IVth Standard Primary. To enable deserving candidates from the Backward Classes to receive higher primary education, it is necessary to supplement such schools by the provision of hostel facilities in larger villages with first grade primary schools. Such hostels can also serve as centres working for the cultural advancement of the inmates. We prefer hostels managed by social service agencies of standing to hostels conducted through the agency of Government or Local Authorities wherever suitable service agencies come forward to undertake this responsibility. The concessions which Government have already announced for such hostels in the Merged States areas (other than Baroda and Kolhapur) limited to a particular number, have been referred to in paragraph 9 of this report. It has not been possible for the voluntary agencies to take the fullest advantage of the offer of Government and to open hostels in the required number for which concessions are sanctioned. This is chiefly due to the financial difficulties of the voluntary agencies which, under the present rules, are unable to receive any financial assistance from Government until the fag end of the financial year in which the hostels are started. We, therefore, recommend that in addition to the concessions sanctioned by Government in Government Resolution, Education and Industries Department, No. 8721 dated the 16th May 1949, recognition should be given to such hostels started by the established voluntary agencies within three months of the starting of the hostels which are found to comply with the rules for recognition and advance grants on the basis sanctioned in this Government Resolution should be made available within six months of the starting of such hostels. If these facilities are given, we feel sure that the voluntary agencies would be able to implement the scheme of providing hostels facilities to Backward Class students.

97. We recommend that Backward Class hostels for boys (and girls) should be started at the following places during the current year in addition to those previously functioning under the State regimes and those already started by voluntary agencies :—

District Sabarkantha :—

- (1) Khedbrahma taluka,
- (2) Bhiloda taluka,
- (3) Meghraj taluka,
- (4) Vijayanagar taluka,
- (5) Idar taluka.

District Banaskantha :—

- (1) Deesa,
- (2) Tharad,
- (3) Danta-Sirohi.

District Panchmahals :—

- (1) Dhanpur.

District Kaira :—

- (1) Balasinor taluka.

District Baroda :—

- (1) Chhota-Udepur taluka
- (2) Naswadi taluka
- (3) Dabhoi.

District Broach :—

- (1) Sagbara taluka,
- (2) Dediypada taluka,
- (3) Walia taluka,
- (4) Zagadia taluka,
- (5) Former Garudeshwar Mahal

District Nasik :—

- (1) Surgana for girls.

District Ratnagiri :—

- (1) Sawantwadi.

District South Satara :—

- (1) Miraj for girls.

District Bijapur :—

- (1) Jamkhandi.

District Dharwar :—

- (1) Shirhatti.

District Sholapur :—

- (1) Akkalkot.

In our opinion hostels at the places indicated above should preferably be started by established voluntary agencies for reasons which we have already given. Wherever established voluntary agencies or responsible new voluntary agencies are not forthcoming to start hostels at these places we recommend that the hostels may be started through the agency of the Local Authorities in charge of primary education.

CHAPTER XIII.

HIGHER, SOCIAL AND TECHNICAL EDUCATION.

98. Government has extended the concessions available to Backward Class students in secondary and post-secondary institutions to all Backward Class students in the Merged areas. We do not, therefore, think that any further concessions in these fields are necessary. We trust that in the new areas more hostels will be opened to cater for students in secondary schools by voluntary agencies under the usual grant-in-aid rules of Government.

99. With regard to social education, Appendix XII gives the information about the number of compact areas established in the Merged areas of the Bombay State during 1949-50 as furnished by the Director of Public Instruction. We recommend that wherever primary schools are established in villages with a predominant Backward Class population, the teachers should be encouraged to conduct social education classes and that suitable areas should be declared as "compact areas" under the Social Education Scheme.

100. An effective means of rehabilitating persons from the Backward Classes without any hereditary occupations or those pursuing hereditary occupations to which a social stigma is attached is to enable them to take up occupations and crafts such as tailoring, carpentry, smithy, motor driving etc. We recommend that suitable training facilities for these crafts and professions should be offered to the Backward Classes in the Merged areas by opening technical and craft schools and locating peripatetic parties particularly in the Scheduled Areas.

CHAPTER XIV.

SOCIAL PROBLEMS—UNTOUCHABILITY.

101. The existence of untouchability militates against three of the fundamental objectives of our Constitution as noted in the Preamble, namely, JUSTICE, social, economic, and political; EQUALITY of status and of opportunity; and FRATERNITY assuring the dignity of the individual and the unity of the Nation. Untouchability is abolished and its practice in any form forbidden under Article 17 of the Constitution. In this State, the Bombay Harijan (Removal of Social Disabilities) Act, 1946 and the Bombay Harijan Temple Entry Act, 1947, penalised the practice of untouchability even prior to the adoption of the Constitution. These Acts now stand automatically applicable to all the Merged and Integrated States areas which now form an integral part of this State. Though these laws enable the removal of untouchability, by themselves, they fail to secure this end. The Scheduled Castes or Harijans are spread throughout the State and form local minorities in varying strength. Moreover, not only have they been suppressed for generations, but they are economically and socially at the mercy of the majority. If untouchability is to be removed root and branch, it is necessary not only to prevent the majority from exercising or threatening tyranny over the Harijans who wish to assert their civic rights, but also to embolden the Harijans to exercise their civic rights without fear.

102. In the southern States generally, the problem of untouchability is not more acute than in the neighbouring original parts of the Bombay State. Untouchability, however, was found to exist in a much more acute form in some of the northern States and particularly in the Jahgirdari areas. We were told that not only could the Harijans not make free use of public conveyances and discrimination in some form or other was practised in some of the public or semi-public institutions, but also that in some villages the Harijans were not even allowed to move about freely in new clothes or wear shoes in the presence of others. The Harijans were also made to render customary services amounting to forced Labour for little or no remuneration. Sustained propaganda, both official and non-official, is necessary among the Harijans to make them conquer fear and assert their civic rights and among the non-Harijans to secure a genuine change of heart on their part. It would not, in our opinion, be sufficient to rely purely on official agencies for such propaganda. Non-official agencies and social workers must also contribute to this work. Apart from the difficulties of finding adequate personnel in sufficient numbers

for this work, the non-official agencies often find finance an insurmountable difficulty. This difficulty is even more acute in the Merged States areas than it is in the rest of the State, for the reason that the voluntary agencies have yet to build up sufficient local support. It was for this reason that Government issued orders in Government Resolution, Education and Industries Department, No. 8721, dated the 16th May 1949 agreeing to bear in full the expenditure incurred by the established and recognised voluntary agencies on the appointment of propaganda workers in these areas in accordance with the scale already approved by Government. This concession has been sanctioned by Government for a period of 2 years from the 1st April 1949 and the whole position is to be reviewed at the end of this period. The work in this direction in the Merged States areas other than those of Baroda and Kolhapur has just begun and has still a long way to go. We, therefore, recommend that this concession should be extended for a further period of 5 years on the expiry of the period for which it is now sanctioned.

103. Another genuine hardship in the matter of finance which the voluntary agencies were faced with was that grants for such purposes under the Rules for the recognition of and payment of grants to the recognised voluntary agencies working for the advancement of the Backward Classes were payable in arrears on the basis of expenditure incurred in the preceding year. We are glad to note that this basis has very recently been altered by Government and now the grants are payable in each quarter on the basis of the emoluments paid and the work done by the propaganda and field workers during the preceding quarter. With the liberalisation of the rules in this respect, the difficulties of the voluntary agencies with regard to finance have now been smoothed. We trust that the voluntary agencies will take the maximum benefit of the liberalisation and give their utmost help in this work by appointing more fulltime propaganda and field workers.

CHAPTER XV.

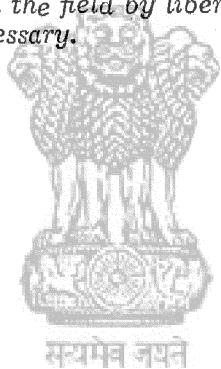
SOCIAL PROBLEMS—DEVADASIS.

104. A social problem peculiar to the Merged States in the Karnatak and in the bordering areas is that of Devadasis or Muralis. The term "Devadasi", literally meaning a female servant of God, now stands for courtesans dedicated to the presiding Deity in the Temples. In its original import, marriage of the Dasi to the Deity is a renunciation of ordinary family life and a consecration to the service of God. "With a lady nurse at a hospital, or a Sister at a Convent, a Devadasi at a Hindu Shrine such as she probably was in the early ages of Hindu spirituality, would have claimed favourable comparison". Whatever its origin, the system has now degenerated into one giving Religious sanction to the vulgar profession of prostitutes. The degeneration has gone so far that the Devadasis or Muralis, no longer even live in the precincts of the Temples to which they are dedicated, but after consecration are considered free to follow the profession of a prostitute wherever they please. Not only are there some Backward Class communities with whom such dedication followed by prostitution is a hereditary profession, but the evil has also corroded its way among large Harijan sections of the population such at Holers and Madigs. With the religious sanction behind consecration, no sort of stigma attaches to such sanctified prostitution. Some of these women are lured away to the cities; the rest go back to their villages and live with their families and follow the vile profession even in the sanctity of their family homes. Well-to-do persons from the so-called high classes such as Brahmins, Lingayats and others find no compunction in visiting the Devadasis in their homes to satisfy their lust. Prejudices regarding untouchability have no place with them in this matter. The self-same persons from the so-called high classes are, often enough, opponents to the same Harijan women and members of their families drawing water from the common public well.

105. The evil exists even in the original parts of the Bombay State in the Karnatak. But in some of the Merged States areas it was rampant because there was no legislation corresponding to the Bombay Devadasis Protection Act, 1934, in these areas. The Act is now extended to all these areas. By a recent amendment [the Bombay Devadasis Protection (Amendment) Act, 1950], the provisions of this Act have been made more stringent and offences under the Act have been made cognisable. The practice is also now penalised even if no formal ceremony intended to dedicate or having the effect of dedicating a woman as a Devadasi takes place. Nevertheless, the evil is so widespread, that we feel that even the amended Act may not be able to bring it to an end. The lure of money may increasingly take the place of the sanctity given by dedication. For the evil

to be effectively tackled, two-pronged action, educative and punitive, is necessary. The Bombay Prevention of Prostitution Act, 1923, is at present applicable only in a few urban areas in the State. We recommend that this Act should be extended to the Karnatak areas generally. If that course is not feasible suitable legislation on the lines of this Act penalising living on the earnings of prostitution, procuration, soliciting and the letting or permitting use of premises as a brothel should be enacted for the rural areas.

106. Simultaneously, educative propaganda for social reform should be undertaken. We recommend that voluntary agencies should be requested to appoint suitable propaganda workers including lady propaganda workers for the purpose. We also recommend that the Bombay Children Act, 1948, should be extended throughout this area and for this purpose encouragement given for starting Remand Homes and Fit person Institutions to voluntary agencies already in the field by liberalising the present rules and concessions, if necessary.



CHAPTER XVI.

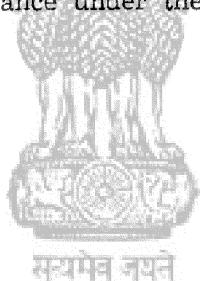
SOCIAL PROBLEMS—PROHIBITION.

107. Alcoholic liquor and other intoxicating drugs and drinks are verily the Public Enemy No. 1 of the Backward Classes. Indulgence in intoxicating drugs and drinks diverts their meagre resources from the essential requirements of themselves and their families. It saps their vitality, plays havoc with their physique as well as their minds and is an effective obstacle to their amelioration. Complete Prohibition is now in force throughout the State. During our tours we were delighted to find that Prohibition was hailed every where by the backward classes as a boon and has appreciably contributed to their economic improvement and domestic happiness. Nevertheless, many of the Merged States areas with a preponderant population of the Backward Classes lie on the borders of the Bombay State. In adjoining areas vesting in other States, Prohibition has not yet been enforced. The result is that the Backward Classes in these areas are tempted to go hiking to the neighbouring areas and enjoy the facilities of drink available there. To enable the implementation of Prohibition more thoroughly *we recommend that Government should, by negotiations with the neighbouring States, secure the removal of the liquor shops in these States beyond a limit of 10 miles from the border of our State.* A lesser distance serves little purpose as the Backward Classes would not fight shy of a distance which they can cover and return within a day. *We also recommend that the vacation period for Mahura Flowers (that is the period during which the possession of Mahura Flowers is free from penal liability) should be reduced to one month in the Scheduled Areas where a longer vacation is liable to be misused and to encourage illicit distillation for consumption and sale.*

CHAPTER XVII

LEGAL AID AND LEGAL ADVICE.

108. The question of the grant of legal aid in civil and criminal proceedings to poor persons, to persons of limited means and to persons belonging to the Backward Classes at Government cost has been dealt with exhaustively by the Committee appointed by Government on Legal Aid and Legal Advice in the State of Bombay under the Chairmanship of the Honourable Mr. Justice N. H. Bhagwati. Paragraph 35 of the report of this Committee (which has been published) states the existing provision for the grant of legal assistance to the members of the Scheduled Tribes and the Backward Classes generally. The Scheme for grant of free legal assistance to Scheduled Tribes which was in operation in the Districts of East Khandesh, West Khandesh, Nasik, Broach, Panch Mahals, Thana and Kolaba has recently been extended to four more Districts, viz., Dangs, Surat, Baroda and Sabarkantha. The members of the Scheduled Tribes residing in the areas merged in these 11 Districts are automatically entitled to the same legal assistance under the existing orders.



CHAPTER XVIII.

Concluding Remarks.

109. In the preceding chapters we have tried to place before the Government the condition of the Backward Classes in the merged States areas as we found it after a long and personal study. We spent hours in deliberating what the remedies for its early improvement should be. Our conclusions are recorded as recommendations in the report. It is likely that some of the problems might have been misjudged by us for want of adequate data or that the solutions suggested by us may be found, in some cases, to fall short of the requirements. Whatever may be the drawbacks or shortcomings due to circumstances beyond our control, we have this satisfaction that in our efforts to find a proper solution we have been actuated with an earnest desire to see that this mass of 21 lakhs of the so-called backward class people soon comes up to the same level as the rest of us and becomes worthy citizens of free India. The Constitution of India has certain special provisions, the underlying intention of which is to make available certain extra facilities and aids to these people so that the process of their advancement and assimilation may be completed within a period of ten years. The objective of these provisions in the Constitution was constantly before us while making our recommendations. We are aware that the attainment of the goal within a period of ten years, specially in the case of the merged areas, is not easy. Yet we are not despondent about it. On the contrary, we feel confident that the goal will be achieved even earlier. Wherever we went, we found a tremendous awakening wrought overnight by the magic of freedom and a realisation that the present condition was intolerable coupled with a keen desire that it must be changed. Everywhere the people seemed eager to contribute their share in bringing about this change, which factor is the real foundation of all advancement.

110. The canalisation of this new energy liberated as a result of the removal of the various age-old fetters is the task facing both social workers and the Government. Looking to the magnitude of the task, we require an army of social workers inspired with a missionary zeal. We saw at Lusadia—a God-forsaken village with no communications—in the Sabarkantha District what foreign missionaries have been doing for the last sixty years or over. Lusadia is an example for emulation by the social workers as well as officials. It is a matter of satisfaction that social service institutions like the Harijan Sevak Sanghs, the Adivasi Seva Mandal, the Bhil Seva Mandal, the Dang Seva Mandal, the Vedchhi Swaraj Ashram and the Sarvodaya Kendras have already started their ameliorative

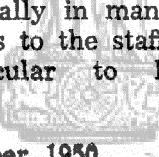
work—economic, social, educational and cultural in these areas. We met their workers and saw their work in some of the far interior places we visited during our tour. We must record our admiration and appreciation of the silent work they are doing unknown to the world outside, under very trying conditions. The institutions and workers deserve all help from the Government for extending their activities so that they may cover all the areas as early as possible. The institutions on their part must see that their selection of workers is of the proper type. They must find workers wherever possible from amongst the local youths and train them up. How the workers should imbibe a spirit of selfless service and how they should be inspired by a missionary zeal for their work is the task of the institutions and the persons at their head. The main task of the workers will be to rouse the local people, in whose midst they are working, to organised self-effort. They must make the people feel that it is for them i.e., the people, to tread the path of their advancement even unaided by outside agency and to realise the true value of co-operative or collective effort. In short, the workers have to rouse and nurse the latent faculties, intellectual and moral, inherent in all the individuals whom they serve.

111. As pointed out above, the officials of the different departments concerned have also a great part to play in this work of amelioration. They must, like the social workers, be inspired by a spirit of service in their respective spheres. They must not allow themselves to be bogged in the departmental routine and technique. They must study the problems and implement their solutions in the proper spirit. They must understand what the goal is and what is expected of them for its attainment. They must have a broad sympathetic outlook. They must try to understand the difficulties of the people and give them a helping hand to get over them. They must bear in mind that the poor illiterate man or woman in the heart of the far off inaccessible jungle is an equal citizen of this great democratic Republic with a claim for service and help from its officials. To win the confidence of the people by sincere yet intelligent service is the primary duty of every official. The officials high and low are spread all over the areas; thus, collectively they are in a position to serve the people in every nook and corner, and have far larger opportunities of service than the limited number of social workers. They must wholeheartedly co-operate with the latter, treating them as their equals.

112. Before we conclude we wish to place on record our sincere thanks to the officials of the different departments like Revenue, Education, Co-operative, Forests and Backward

Class as well as the Chairmen of the District School Boards and the social workers who gladly helped in our work by furnishing whatever information they had in their possession and by contributing their own valuable suggestions on many complicated questions. We wish, in particular, to record our thanks to all the officials and non-officials who joined our sub-committees in their tours and fully participated in the discussions which were held at every place visited by the sub-committees. Our work was considerably lightened by the exhaustive data collected by our Secretary, Dr. D. P. Khanapurkar, M.A., Ph.D., who toured all the areas intensively as officer on Special Duty for Merged and Integrated States and made elaborate enquiries into the various aspects of the problems of the local Backward Class people. Dr. Khanapurkar toured again with both our sub-committees and made excellent arrangements for their respective tours. He has also rendered commendable services in collecting and preparing all the necessary material for the drafting of this report. We are grateful to Shri D. K. Pradhan and Shri B. W. Khadilkar of the Government Photozincographic Press, Poona for their assistance in preparing the map of the Merged Areas accompanying this report. We wish to record our appreciation of the work done by Shri R. V. Shegunshi, who worked as Clerk of the Committee and was helpful to us collectively and individually in many ways. We should also like to record our thanks to the staff of the Backward Class Officer and in particular to his Stenographer, Shri K. R. Doraswamy.

Poona, 25th September 1950.



D. N. WANDREKAR
Chairman of the Committee.

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Vice President, Gujarat Provincial Harijan Sevak Sangh.
- 3. V. N. Barve,**
President, Maharashtra Provincial Harijan Sevak Sangh.
- 4. F. D. Ghodke,**
President, Karnatak Provincial Harijan Sevak Sangh.
- 5. L. M. Shrikant.**
- 6. D. M. Bidkar.**

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8. R. T. Leuwa.
9. K. J. Dharmadhikari.
10. G. R. Agarwal.
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Assistant Backward Class
Officer, Karnatak Circle.
13. P. H. Nanavati,
Assistant Backward Class
Officer, Northern Circle.

D. P. Khanapurkar,
Secretary.

Post Script.—The report cannot be complete unless we express our special appreciation of the help rendered by one of our colleagues, Shri M. N. Heble, the Backward Class Officer. As Backward Class Officer, he has a full grasp of the problems of the backward classes in the State. For three years he has been moving amongst them and implementing the various schemes for their amelioration. After the merger, he made a tour of most of the merged areas with a view to study the problems of the Backward Classes there. The conclusions in the report are the outcome of the collective deliberations of the Committee. But the drafting of the report is mainly his work and the result of his study and knowledge of the problems both in the old Province and the new merged areas and his long experience in handing them as Backward Class Officer. We thank him.

D. N. Wandrekar,
Chairman of the Committee.

P. L. Majmudar,
Vice-President, Gujarat Pro-
vincial Harijan Sevak Sangh.

V. N. Barve,
President, Maharashtra Pro-
vincial Harijan Sevak Sangh.

F. D. Ghodke,
President, Karnatak Pro-
vincial Harijan Sevak Sangh.

L. M. Shrikant.

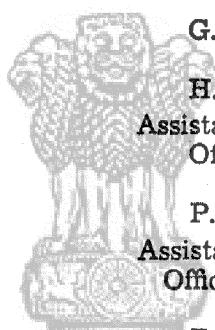
D. M. Bidkar.

C. P. Shah.

R. T. Leuwa.

K. J. Dharmadhikari.

G. R. Agarwal.


H. K. Kittur,
Assistant Backward Class
Officer, Karnatak Circle.

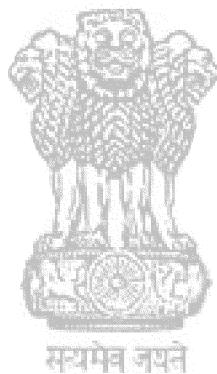
P. H. Nanavati,
Assistant Backward Class
Officer, Northern Circle.

D. P. Khanapurkar,
Secretary.

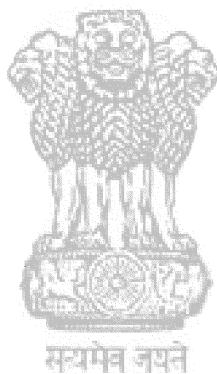
N. B.

Our report is not signed by two members, namely, Shri S. N. Mane and Shri Ravishankar Maharaj. Both the draft report and the final report were posted to them and they were requested to signify their assent to the report. No reply to this request was received from either of them.

D. N. Wandrekar.
Chairman.



SUMMARY OF RECOMMENDATIONS



MO-V Bk R 87--9

SUMMARY OF RECOMMENDATIONS

Serial No.	Recommendation.	Paragraph No.
<i>(Communication).</i>		
1	A rapid survey of the communications should be carried out in the desert tract in the western portion of Banaskantha and Mehsana Districts and in the hilly forest tracts in the States north of Bombay. Effective steps should be taken for improving communications in these areas.	36
<i>(Economic conditions).</i>		
2	New Tenure conditions should be applied wherever possible to lands held by the Backward Classes by notification under Section 73-A of the Land Revenue Code in all those areas where the Original Survey Settlement is yet to be introduced. If this is not feasible, the Governor, acting under Paragraph 5 of the Fifth Schedule to the Constitution, should direct that the Land Revenue Code shall apply in the Scheduled Areas subject to the condition that the occupancies in these areas shall not be transferable without the previous sanction of the Collector.	39
3	Wherever the Backward Classes were holding lands directly from the State and were considered not as occupants but as tenants-at-will, the occupancies of such lands should be granted to them on New Tenure without charging any occupancy price.	40
4	When determining the extent of alienations, Government should take care to safeguard the <i>bona fide</i> occupants of lands from usurpation of their occupancies by the alienees.	41
5	Government should consider the imposition of a Summary Settlement based on a rough and ready method for a temporary period pending the introduction of the original Settlement under the Land Revenue Code in those areas where land revenue is not assessed and collected in cash on the size and quality of a holding. If any special legislation is necessary for the purpose, it should be undertaken speedily.	42
6	Wherever large blocks of waste land are available, the preference given to locally resident backward class persons should be extended to backward class persons from the same taluka in which the lands are found.	43
7	Where large blocks of land are available for colonisation, assistance should be given to backward class agriculturists for the purchase of agricultural cattle, implements, seeds etc. and also for expert guidance in the initial stages, along the lines of the Indoor and Hillur Schemes in the North Kanara District or on the lines of the Sarvodaya Scheme at Arawatgi in the Dharwar District.	43
8	The grants of land made to the Harijans in Kolhapur on a collective basis should be reviewed and Government should consider whether it is possible to attach specific conditions for securing collective cultivation, where the lands are sufficient for the purpose ; where the lands are insufficient, Government should consider whether the grants can be revoked and made afresh to the Backward Classes who have insufficient lands for their maintenance.	45

Serial No.	Recommendation.	Paragraph No.
9	The waste lands given to the Harijans in Kolhapur requiring expenditure of effort and resources should be surveyed and assistance should be given for their development along the lines of the Hillur or Aravatgi Schemes.	46
10	The work of allotment of the Sheri lands in Kolhapur to deserving persons from the Backward Classes who have insufficient lands for their maintenance, should be taken up without any further delay.	47
10-A	The Sheri lands in Kolhapur surrendered to the Government by the Maharaja should be disposed of with due regard to the priorities as between grantees as laid down in G. R., R. D. No. 366/33-XI, dated the 10th March 1947.	47
11	Government may consider the feasibility of long-term leases of Devasthan lands in Kolhapur to bona fide backward class cultivators without auction on reasonable rent if this is possible under the rules of Devasthan Mandal and the Tenancy and Agricultural Lands Act.	48
12	Sheri lands in the former Deccan States other than Kolhapur, should be disposed of as recommended in the case of Kolhapur.	49
13	In unsurveyed and unsettled areas where introduction of the Record of Rights will take some years, provisional Record of Rights may be introduced after a preliminary rough survey.	51
14	The Governor may be moved to exempt the Scheduled Areas from the operation of Section 34 and the consequential sections of the Tenancy and Agricultural Lands Act.	51
OR		
4-A	The Governor may be moved to make a regulation for the Scheduled Areas under Paragraph 5 of the Fifth Schedule to the Constitution prohibiting the termination of the tenancy of a cultivator from the Scheduled Tribes for any reasons other than those specified in Section 14 of the Tenancy Act.	51
15	Government should prescribe that rents in the Scheduled Areas should be payable only in cash and that the maximum rent should not exceed three times the assessment of the lands.	51
16	For the effective implementation of the Tenancy Act and other ameliorative legislation in the Scheduled Areas, the Prant Officers should be <i>ex-officio</i> Aboriginal Welfare Officers as in Dahanu and Sahapur Prants of the Thana District.	51
17	The orders of Government issued on the recommendations of the Hari Enquiry Committee should apply to the Halis, Angadias and Bandlele Gadis wherever these systems are found to prevail.	54
18	Early steps should be taken to fix the minimum wages of agricultural labour and effective machinery devised to see that they are paid.	55
19	Under Section 18 of the Tenancy Act Government should extend the provisions of Section 16 and Section 17 of the Act to the dwelling houses of agricultural labourers or artisans in the Scheduled Areas. For those landless labourers who would not be able to get benefit of these provisions, Government should provide free house sites and hutting materials.	56

Serial No.	Recommendation.	Paragraph No.
20	The correct legal position under the Bombay Agricultural Debtors' Relief Act regarding the extinction of debts in respect of which no application for adjustment or settlement has been made should be brought to the notice of the Backward Classes by sustained propaganda.	58
21	Government should make adequate provision for credit required for productive purposes both on short-term and a long-term basis.	59
21A	Government should reconsider the opening of the Grain Banks which will also serve as centres for building up food stocks.	60
21B	In giving Tagaviloans an objective method of valuation should be adopted. The Tagavi should be given upto a certain multiple of the assessment of new tenure lands as well as of the old tenure lands.	61
21C	In fixing the limit of Tagaviloans for such purposes as an irrigation well, allowance should also be made for improvement in the value of the land as a result of the proper utilisation of the loan.	61
21D	Short term Tagaviloans for the purchase of agricultural cattle, bullock carts, implements, seeds and manure should be granted freely on personal bonds and the collateral security of the objects. Whenever possible, the loans may be preferably granted in kind.	61
22	The Agricultural Department should frame estimates for standard irrigation wells capable of working one moat for different tracts. For kachcha wells subsidy, equal to the actual expenditure incurred for the completion of the well including the cost of purchasing and installing the deadstock comprising the lifting apparatus minus the cost of unskilled labour subject to a maximum as indicated by the estimates for each tract, should be given. The subsidy should be given in three instalments in suitable stages. For pucca wells, the subsidy should be the same as for a kachha well. The remaining expenditure should be given as a Tagavi loan.	62
23	In the Scheduled Areas, the Co-operative movement should be fostered along the lines of the Dohad and Jhalod co-operative movement, i.e., agricultural credit societies under the management of group secretaries at the bottom, controlled by a special officer at the top linked with multi-purpose societies for marketing agricultural products of the members and the supply of their essential requirements.	63
24	In initial stages the societies should be paid substantial grants towards the emoluments of the secretary.	63
25	The recommendation of the Nanavati Committee (Agricultural Credit Organisation Committee), for the setting up of agricultural banks functioning and dealing in kind, to finance individual cultivators as well as co-operative societies should be implemented in the Scheduled Areas.	63
26	For demonstrating the utility of improved agricultural technique, Taluka Demonstration Centres should be started in all the Scheduled Areas and placed under Field Kamgars who should be given prescribed targets for attainment.	64
27	Particular breeds of cattle ideally suited to the varying local conditions should be selected and the development of such breeds promoted with the help of the backward class agriculturists generally and not merely professional cattle breeders.	65

Serial No.	Recommendation.	Paragraph No.
28	Dairy cattle should be encouraged and wherever transport conditions facilitate the marketing of dairy products, co-operative methods of marketing of such produce should be encouraged.	65
29	The improvement of poultry breeds should be sought by starting poultry farms, by institution of premia for rearing successful poultry and award of prizes by poultry shows.	65
30	Assistance should be given for improved poultry houses and possibilities of organised marketing poultry products on co-operative lines explored and developed.	65
31	Bee-keeping should be encouraged in those tracts where successful bee colonies can be raised.	65
32	The Provincial Village Industries Committee may be requested to promote the production of Khaddar on self-sufficiency basis in the merged areas, particularly in the cotton tracts.	66
33	The Forest Department should give wide publicity to the privileges enjoyed by the inhabitants in the forest villages and the general public.	68
34	Early steps should be taken by Government for the proper survey and settlement of the undemarcated forest areas and for fixing the concessions and privileges of the villagers in these areas. Due regard should be paid to the concessions enjoyed in the previous State regimes consistently with silvicultural principles and forest policy.	68
35	In the formation of compact forest blocks during Forest Settlement, cultivators of honey-combed patches in such areas who require to be shifted should be offered in exchange equivalent land in area and quality and paid due compensation for the cost and trouble of such shifting.	69
36	Officials of the Forest, Revenue and Backward Class Department should see that the minimum wages clause is properly enforced and that the forest labour is not cheated.	70
37	The Forest Department should see that local labourers are taught the process of manufacture of catechu and that they are given preference in this employment.	72
38	Forest Labourers' Co-operative Societies may be encouraged to take up the manufacture of catechu wherever possible.	72
39	Government should take steps to see that a sufficient quota of yarn is earmarked for and made available to the backward class handloom weavers.	74
40	Tanners should be allowed to remove bark from standing trees from forest coupes earmarked for exploitation in the following year. The removal may be regulated by passes but should be free.	75
41	The "Gharaki" system in Gujarat States Areas should be abolished and the local bodies responsible for the conservancy of the local areas should make arrangements for the cleaning of all latrines by employing a suitable number of persons.	77

Serial No.	Recommendation.	Paragraph No.
42	Wherever the prescribed percentages for the recruitment of the Backward Classes in Public Services have not been attained, the authorities should fill all the vacancies arising in the posts by qualified backward class candidates until the prescribed percentages are reached.	78
43	One Backward Class Welfare Officer should be immediately appointed for each district in those districts where there are substantial parts of merged areas.	79
44	Revenue Officials should be instructed to verify all cases of alienation of Pasayata lands and to see that the lands are restored to the officiators wherever they have been unlawfully alienated.	80
45	The system of gao-sanadis prevailing in the former Kolhapur State may be studied with a view to extend it to the rest of the Bombay State.	82
45-A	Wherever the hereditary offices are not governed by the provisions of the Bombay Hereditary Offices Act, immediate action should be taken to bring them under the Act. In particular, the benefits of Sections 9, 18, 23 and 25 of the Act should be immediately made available to such officiators.	82
45-B	Wherever the scale of remuneration to the officiators is less than the scale sanctioned for the original parts of the Bombay State, the remuneration should be raised to correspond with the latter scale.	82
45-C	Dearness allowance payable to inferior village servants in the original parts of the Bombay State should be paid to inferior village servants in the merged areas.	82
<i>(Health and Essential Amenities.)</i>		
46	For the purposes of the Village Water Supply Scheme and also other ameliorative measures generally, the " Backward Areas " designated by Government should include all the scheduled areas, and the whole of the Banaskantha District.	84
46-A	If the Public Works Department District Local Board and Rural Development Board are unable to tackle the problem of village water supply speedily, the work of execution may be entrusted to recognised voluntary agencies in the tract.	84
47	Comprehensive Malaria Control Schemes with D. D. T. on the lines of those in Kanara and Dharwar Districts should be immediately introduced in the Schedule Areas.	85
48	Mobile dispensaries should be started in all the Scheduled Areas and in the beginning at least one mobile van should be allotted to two talukas.	86
49	Local Authorities should be made to deal effectively with the slum clearance problem.	87
50	There should at least to be one Veterinary Dispensary in each taluka.	88
<i>(Education.)</i>		
51	The schemes of primary education in force elsewhere in the Bombay State should be forthwith extended to all the Merged States Areas.	93

Serial No.	Recommendation.	Paragraph No.
52	Special schemes should be framed and implemented urgently for the Scheduled Areas on the lines of the Wandrekar Scheme for the Backward Areas of the Thana District for the enforcement of universal free and compulsory primary education among the Scheduled Tribes and others in these areas.	94
53	In the Scheduled Areas, the Local Authorities should be asked forthwith to open schools not only in all villages with a population of 700 and above but also in convenient groups of hamlets or villages within a range of two miles which would make up a population of 700 or over. For the remaining villages, voluntary agencies should be encouraged to start schools.	94
54	The Wandrekar Scheme in Thana District should be extended forthwith to the former State of Jawhar.	94
55	The recommendations of the Survey Committees for Primary Education in the Panchmahals and Nasik Districts should be simultaneously applied to the scheduled areas of the merged states areas in these districts.	94
56	The concession given upto April 1952 for recognition of schools in charge of a teacher who has only passed the VI Std. primary may be renewed and extended for the backward areas, if the position with regard to the supply of fully qualified teachers shows no improvement by April 1952.	
57	Extra encouragement should be given to the Voluntary Agencies working in Banaskantha and Sabarkantha Districts by increasing the grants over the usual scale by 25 per cent.	95
58	Recognition should be given to hostels started by the established Voluntary Agencies with in three months of the starting of the hostels and advance grants on the basis of G.R., E. & I. D. No. 8721 dated the 16th May 1949 should be made available within six months of the starting of such hostels.	96
59	Backward Class Hostels for boys and girls should be started at :—	
	(a) Khedabrahma Taluka, (b) Bhiloda Taluka, (c) Meghraj Taluka, (d) Vijayanagar Taluka and (e) Idar Taluka in the Sabarkantha District.	97
	(a) Deesa, (b) Tharad, and (c) Danta-Sirohi in Banaskantha District.	
	(a) Dhanpur in Panchmahals District.	
	(a) Balasinor Taluka in Kaira District.	
	(a) Chota-Udepur Taluka, (b) Nasawadi Taluka and (c) Dabhoi in Baroda District.	
	(a) Sagbara Taluka, (b) Dediyapada Taluka, (c) Walia Taluka, (d) Zaggadia Taluka and (e) former Garudeshwar Mahal in Broach District.	
	(a) Surgana for girls in Nasik District ;	
	(a) Sawantwadi in Ratnagiri District ;	
	(a) Miraj for girls in South Satara District ;	
	(a) Jamkhandi in Bijapur District ;	
	(a) Shirahatti in Dharwar District ;	
	(a) Akkalkot in Sholapur District ;	
	Wherever established Voluntary Agencies or responsible new Voluntary Agencies are not forthcoming to start the hostels at these places, the hostels may be started through the agency of the Local Authorities in charge of primary education.	

Serial No.	Recommendation.	Paragraph No.
60	Wherever primary schools are established in villages with a predominant backward class population, the teachers should be encouraged to conduct social education classes and suitable areas should be declared as compact areas.	99
61	Suitable training facilities for technical education should be offered to the Backward Classes by opening technical and craft schools and by locating peripatetic parties, particularly in the Scheduled Areas.	100
<i>(Social Problems)</i>		
62	The concession of full grant on approved expenditure incurred by the established and recognised voluntary agencies on the appointment of propaganda workers in the merged States Areas should be extended for a further period of five years.	102
63	The Bombay Prevention of Prostitution Act should be extended to the Karnatak areas generally. If this is not feasible, suitable legislation on the lines of this Act penalising living on the earnings of prostitution, procuration, soliciting and letting or permitting use of premises as a brothel should be enacted for the rural areas.	105
64	Voluntary Agencies should be requested to appoint suitable propaganda workers including lady workers for social reform among the Devadasis.	106
65	The Bombay Children Act should be extended throughout the merged areas in Karnatak and encouragement be given for starting Remand Homes and Fit-person Institutions to Voluntary Agencies by liberalising the rules and concessions.	106
66	Government should by negotiations with the neighbouring States secure the removal of the liquor shops beyond a limit of ten miles from the borders of the Bombay State.	107
67	The vacation period for mohura flowers should be reduced to one month in the scheduled areas.	107

APPENDIX I

AREA, TOTAL POPULATION AND POPULATION OF THE BACKWARD CLASSES IN MERGED STATES AREAS
(Paragraph 6)

S. No.	Name of State	Area	Total population	Scheduled Castes	Scheduled Tribes	Other Backward Classes	Total Backward Classes	
1	2	3	4	5	6	7	8	
1	Palanpur	1,774 sq. miles.	3,15,855	.....	15,674	.....	15,674	(excluding Scheduled castes and other B. C.)
2	Tharad	940 sq. miles.	62,157	6,523	1,109	.....	8,032	(excluding Other B. C.)
3	Danta	450 sq. miles.	31,110	.....	11,22	.....	11,522	(excluding Scheduled Castes and Other B. C.)
4	Radhanpur	1,150 sq. miles.	67,691	6,510	519	.....	7,029	(excluding Other B. C.)
5	Varahi	120 sq. miles.	1,368	87	82	.....	169	(excluding Other B. C.)
6	Santhalpur Thana	737 sq. miles.	25,000	.....	.....	.....	.....	.....

APPENDIX I—*contd.*

S. No.	Name of State	Area sq. miles.	Total population	Scheduled Castes	Scheduled Tribes	Other Backward Classes	Total Backward Classes		
1	2	3	4	5	6	7	8		
7	Sirohi (Part of)	377 sq. miles.	38,807	.....	.....	.....	Figures of B. C. not available.
8	States and Thanas number- ing eight comprising Banas-Kantha district besides Palanpur, Tha- rad, Danta and (Abu Road) part of Sirohi.	2,374 sq. miles.	1,45,041	64,292 (including figures of Laknajur, Hanja and Santalui)	.....	66,796 (includes figures of Palanpur, Tharad, Danta, Radhan- pur and Santal- pur) Varahi.	1,31,088 (excluding tribes but including Scheduled Castes and Other B. C. of Palanpur, Danta, Santalpur while only other B. C. of Tharad, Radhanpur and Varahi.	
9	Idar	1,068 sq. miles.	3,07,798	27,623	1,680 Bhambi Shenava Ehangi Turi Thuri Nanija Vankar	61,432 Fomla 2,229 1,819 380 57 53 11,057	9,063 Waghni 32 1 ayak Bava Mochi Kherava Tinger Pekania Bhoi Vanjara Ravalha	705 123 565 1,279 867 114 2 35 660 1,807 2,906	98,418
				27,623	61,432	61,432	9,063		

10	Vijayanagar	135 Sq. miles.	31,942	412	8,509	8,921
11	Vasna	10 Sq. miles.	5,611	...	...	(excluding other B.C.)
12	Satlasana	25 Sq. miles.	6,117	...	...	...
13	Sudasana	32 Sq. miles.	8,320	807	51	858 (excluding other B.C.)
14	Valsana	...	...	...	...	...
15	Gadhavala Thana	...	...	...	...	...
16	States and Thanas numbering twenty six now comprising Sabarkantha District besides Idar Vijayanagar and Vasna.	1,143 Sq. miles	99,084 (excluding Sathambha)	125	Nil. 231	5,313 (excluding other B.C. but including Scheduled Castes of Satlasana, Valsana and Valasana),
17	Mansa (4)	56 sq. miles.	33,289	4,053	Nil.	4,053 (excluding B.C.)
			Pharmbi ..	207		
			Chamlihar ..			
			Garod ..	962		
			Nadia ..	216		
			Shenava ..	79		
			Bhangi ..	308		
			Died ..	502		
			Vankar ..	136		
				1643		
					4,053	

APPENDIX I.—*contd.*

S. No.	Name of State.	Area. Sq. miles.	Total population.	Scheduled Castes.	Scheduled Tribes.	Other Backward Classes.	Total Backward Classes.	8
18	Kiosan	25	15,031	....	....	....	1,549 (sub-sections of B. C. not availa- ble)	
19	Dabholia and Prantija (8 estates.)	37	Sq. miles. 20,759 & 12,681	557	....	....	8,050 (Figures not available).	25,792
20	Cambay	392	Sq. miles. 96,592	Bhangi .. 8,792 Chambar .. 1516 Dhed .. 4280 Garod .. 120 Vankar .. 538 Shenava .. 104 Turi .. 12	Thakur .. 2223 Dubla .. 5 Mavda .. 5 Pomla .. 55 Bhil .. 9 Gamta .. 6 Naik .. 6	Waghri .. 16,793 Bhoi .. 134 Kharawa .. 468 Mochi .. 360 Bairagi .. 43 Other B. C. including Ravalia, Bhisti, Vansoda, etc. etc.	8,067 (Figures not available).	16,793
21	Umetia	24	Sq. miles. 13,132	Bhangi .. 294 Dhed .. 90 Chambar .. 74	130 (including Bhil 23) 74 ..	586 Nayak .. Waghri .. Other B. C.	4,188 4 84 4100	5,068

APPENDIX I—*contd.*

S. No.	Name of State.	Area. sq. miles.	Total population.	Scheduled Castes.	Scheduled Tribes.	Other Backward Classes.	Total Backward Classes.
1	2	3	4	5	6	7	8
27	Sant.	527½ sq. miles.	1,14,047	3,677	56,021	.....	79,768 (excluding other B.C. sub- sections of B.C. not available).
28	Lunavada	288 sq. miles.	1,05,318	7,598 (Bhangi Garod Iani Chambhar Dhedi Bhambhi	10,467 (including Baris Koli Bhil and Nayak Kade).	(Bara Bitoi Gola Moohi Bajanja Wadi Dabgar Tingar Ravalja Vanjara Other B. C.	3,692 540 938 228 76 317 253 220 161 154 630 <u>3,692)</u>
29	Surjeli	34 sq. miles.	10,359	(Bhan-i Chambhar	178 132 46 178)	8,1 8,036 131 8,167)	14 14 14
30	Jambhugoda	143 sq.	13,489	156	3,825	.....	3,981 (excluding other B.C. sub- sections not available).

APPENDIX I—contd.

S. No.	Name of State.	Area.	Total population.	Scheduled Castes.	Scheduled Tribes.	Other Backward Classes.	Total Backward Classes.			
							1	2		
34	Sachin	578 sq. miles	26,231	1,637	Dubla Nayak Dhodias Gamta Bhil Chodhra Pomla Gamit Kukdha Vasava	6,139 4,924 682 444 76 65 1 16 15 14	.... (excluding other B. C. sub-sections not available.)	7,676	
35	Banda	215 Sq. miles	64,764	1,080	(Bhangi Dhed Khapha Kolcha Mang Mahar Vankar Other B.C.	46,279 19 64 135 725 37 84 3 13	(Vitoba Bhil Chodhra Dhodia Dubla Gamit Gond Katiodi Vasava Wari Kukana Nayakada Nayak	6,139 499 411 937 14,856 398 1,563 116 82 84 5,278 20,261 844 970	311 63 2 13 11 6 216 311	47,670
36	Dharanpur	704 Sq. miles	1,23,336	1,266		46,219	96,193 (excluding other B.C. sub-sections available.)	99,459	

37	Surgana	354 Sq. Miles.	18,288	41	4,002	4,043
				(Chambhar Bhangi Mang Other S. C.)	3 (Excluding Kukana) 2 19 17	(Excluding other B.C. and Kukana.)
					2,562 424 1,016	
					4,002	
38	Jawhar	308 Sq. Miles.	65,126	424	59,750	60,174
				(Mahar Chambhar	295 (Wari Malhar-Koli Dhor-Koli Other-Koli	(Excluding B.C.)
					4,300 1,250 8,900	
					8,900	
				(424)	Thakur Katkari Mahadev-	
					Koli Koli	
					69,750	
39	Bhor	910 Sq. Miles.	1,65,961	16,056	6,006	2,359
				(Bisanga Mahar Chambhar Mang Other S. C.)	30 (Thakur 10,276 1,015 632 188	(Excluding Sudha- gad.)
					22 594	Beldar Kakadi Waddar Ranoshni Bhoi Vaijari Burud Other B. C.
					616	
					889	
					547	
					1	
					44	
					430	
					2,359	
40	Phaltan	397 Sq. Miles.	71,473	10,032	17	6,886
				(Bhangi Dhor Mang Chambhar Mahar Other S. C.)	46 (Pardhi 43 1,602 1,223 7,031 87	(Beldar Burud Ranoshni Bhoi Bedar Kaikadi Waddar Other B. C.)
					17	
					6,886	
					72	
					30	
					4,766	
					90	
					14	
					247	
					539	
					1,119	
					6,886	

APPENDIX I—contd.

43	Miraj Senior	342 Sq. Miles.	1,80,621	13,632 (Chambhar 2,131 Dhor 326 Mochi 117 Bhangi 34 Mahar 10,953 Other S.C. 71	18 **	13,650 (Excluding other B.C.)
44	Wadi Jambagir	12 Sq. Miles.	2,022	417 ..	**	417 (Excluding other B.C. Sub-sections not available.)
45	Miraj Junior	196.43 Sq. Miles.	46,328	5,632 ..	..	5,632 (Excluding other B.C. Sub-sections not available.)
46	Kurnadwad Senior	182.5 Sq. Miles.	52,552	4,474 (Mang 1,192 Chamthar 281 Bhaugi 6 Mahar 2,798 Dhor 59 Mang- garudi 21 Other S.C. 120	..	1,858 (Berad 728 Burud 35 Ramoshi 76 Vaddar 187 Kakadi 922 Laxani 2883 Other B.C. 527 1,858

APPENDIX I—*contd.*

S. No.	Name of State.	Area.	Total population.	Scheduled Castes.	Scheduled Tribes.	Other Backward Classes.	Total Backward Classes.
1	2	3	4	5	6	7	8
47	Jath	980.8 Sq. Miles.	1,07,036	(Bhangi 17,288 Dhor 923 Mang 5,453 Chambhar 3,608 Holya 22 Mahar 8,105 Other S. C. 160 17,288	...	(Bairagi 4,574 Berad 1,150 Kakadi 462 Ranoshni 101 Beddar 43 Burrid 98 Lamani 553 Waddar 507 Other B. C. 1,656 4,574	21,862
48	Akkalkot	498 Sq. Miles.	1,03,903	(Mahar 16,980 Mochi 12,057 Dhor 1,084 Bhangi 2 Chambhar 1,648 Mang 2,086 Dhed 1 Koravi 2 Other S. C. 17 16,980	Pardhi 22 Mahadev-Koli 5 Phase-Pardhi 9 Mang 22 Kakadi 195 Beddar 1,016 Other B. C. 32 2,622	10,624	

49	Jankhandi	524 sq. miles.	1,26,272	11,225 (Mahar Bhangi Chambhar Mang Chalavadi Dhor	..... 5,889 3 783 4,112 319 219	..... ..... ..... ..... ..... .....	4,531 (Berad Burud Kalkadi Ramoshi Waddar Other B.C.	1,839 76 48 189 1,091 1,288	15,856
50	Madhol	369 sq. miles.	72,447	7,638 (Chambhar Mang Dhor Mahar	323 6,070 231 1,000	..... ..... ..... .....	16 (Pardhi Waddar Dasar Bedar Vanjari Bhoi	5,047 Burud Waddar Dasar Bedar Vanjari Bhoi	12,708
51	Ramdurg	169 sq. miles.	40,114	2,329 (Mahar Chambhar	1,822 507	..... .....	..... (Berad Waddar Devang	5,074 1,409 315 4,215	8,268
52	Kurundwad Jr.	116-02 sq. miles.	46,609	3,932	..... .....	..... .....	..... ..... .....	5,939	5,932

APPENDIX I—concl'd.

56	Kolhapur	3,229.6 sq. miles.	10,92,046	1,32,792 (Mahar Chambhar Bhargi Follar Mang Dhor Manugarudi Other	184 (Phasopardhi 184)	33,065 Berud Waddar Dombari Joshi Nandivale Gordhali Burud Seidur Koravi Shikalgar Laamani Bhoi Kaikadi Ramoshi Other B. C. 9,770	1,66,041
57	Baroda	3,176 sq. miles	28,65,010	2,70,794 (Bhlang Garod Mahar Nadia Thur Dhed Chamar Holar Mang Sheenava Other S. C. Turi	3,73,207 (Bavchra S. 351 8057 567 45 1,21,778 48,481 55 48 11,465 407 2,118	82,675 (?) (Gosavi Bhil Dhodia Gamt Kotwala Nayakada Kukana Talavia Varli Others Chodhra Dhankha Dubla Kathodi Kolgha Mavchi Tadvi Vavji Vasava	6,38,676 (Other B. C. figures not being up to date). 33,065
			2,30,794	2,65,2 S. 351 8057 567 45 1,21,778 48,481 55 48 11,465 407 2,118	1,501 63,033 32,448 69,271 2,248 16,276 10,025 37,815 226 1,722 43,205 2,903 38,664 476 1,245 350 25,173 691 26,035	19,551 12,264 44,167 6,693 82,675	
			2,30,794	2,65,2 S. 351 8057 567 45 1,21,778 48,481 55 48 11,465 407 2,118	1,501 63,033 32,448 69,271 2,248 16,276 10,025 37,815 226 1,722 43,205 2,903 38,664 476 1,245 350 25,173 691 26,035	19,551 12,264 44,167 6,693 82,675	

Grand Total .. 37,258 sq.
miles.

\$3,14,210

3,09,081

10,80,906

21,06,764

APPENDIX II

LIST OF RECOGNISED BACKWARD CLASSES IN THE BOMBAY STATE

(Paragraph 6)

Section I—Scheduled Castes.

1. Throughout the State :—

1. Ager.	19. Lingader.
2. Asodi.	20. Machigar.
3. Bakad.	21. Madig, or Mang.
4. Bhambi.	22. Mahar.
5. Bhangi.	23. Shyavanshi.
6. Chakrawadya-Dasari.	24. Mangarudi.
7. Chalvadi.	25. Meghval, or Menghwar
8. Chambhar, or Mochigar, or Samagar.	26. Mini Madig.
9. Chena-Dasaru.	27. Mukri.
10. Chuhar or Chuhra.	28. Nadia.
11. Dakaleru.	29. Rohit.
12. Dhegu-Megu.	30. Shenva, or Shindhaya.
13. Dhor.	31. Shingdev, or Shingadya.
14. Garoda.	32. Sochi.
15. Halleer.	33. Timali.
16. Halsar, or Haslar, or Hulsavar.	34. Turi.
17. Holaya, or Garode.	35. Vankar.
18. Kolcha, or Kolgha.	36. Vitholia.

2. Throughout the State except in Gujarat division :—Mochi.

3. In North Kanara district :—Kotegar.

Section II—Scheduled Tribes.

1. Barda.	4. Chodhara.
2. Bavacha.	5. Dhanuka.
3. Bhil, including	6. Dhodia.
Bhagalia, Bhil Garasia, Dholi Bhil, Dungri Bhil, Dungri Garasia, Mewasi Bhil, Raval Bhil and Tadvi Bhil.	7. Dubla.
	8. Gamit or Gamta.
	9. Gond.
	10. Kathodi or Katkari.

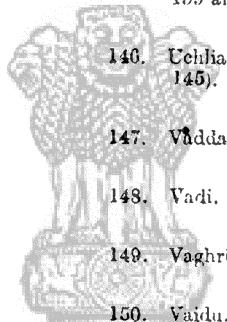
11. Konkna.	18. Pomla.
12. Koli Dhor.	19. Powara.
13. Koli Mahadev.	20. Rathawa.
14. Mavchi.	21. Thakur.
15. Naikda or Nayak.	22. Valvai.
16. Pardhi, including Advichincher and Phanse Pardhi.	23. Varli.
17. Patelia.	24. Vasava.

Section III—Other Backward Classes.

1. Aliter.	24. Burud.
2. Bagri.	25. Chamtha.
3. Bahurapi.	26. Chandlagara.
4. Bajania.	27. Charan.
5. Balsantoshi.	28. Charodis.
6. Bandi.	29. Chhara (Same as Nos. 67, 68 and 129).
7. Battal.	30. Chingribetgar.
8. Bava.	31. Chitrakathi.
9. Bazigar.	32. Dasa.
10. Bedar (Same as Nos. 12, 100, 101, 141 and 154).	33. Dabagar (in Gujarat).
11. Beldar.	34. Davari.
12. Berad (Same as Nos. 10, 100, 101, 141 and 154).	35. Depla..
13. Bestar (Same as Nos. 14, 44, 139 and 146).	36. Devalis.
14. Bhamta (Same as Nos. 44, 139 and 146)	37. Bevidig.
15. Bhampta (Rajput).	38. Dholi.
16. Bhand.	39. Dong-Dasar (Same as Nos. 14, 44 139 and 146).
17. Bharadi.	40. Dombari.
18. Bhavaiya.	41. Futgudi.
19. Bhavin.	42. Gandharap.
20. Bhisti.	43. Garudi (Same as No. 99).
21. Bhoi.	44. Ghantichor (Same as Nos. 14, 139 and 146).
22. Bhute.	45. Ghisadi.
23. Budbudki.	46. Girni-Wadru. (Same as Nos. 14, 44, 139 and 146).

47. Gella.	79. Kongadi.
48. Gondhali.	80. Korava (Section of No. 64).
49. Gopal.	81. Korchha (Section of No. 64).
50. Gujerat Baori.	82. Korchar.
51. Halepaik.	83. Kori (from Sind).
52. Haranshikari.	84. Kotwal (Same as No. 80).
53. Helav.	85. Kotwallia (Same as No. 84).
54. Jagiasi (from Sind).	86. Kuechria (from Sind).
55. Jajak (from Sind).	87. Kunbi Tilori (In the Ratnagiri District).
56. Jatia.	88. Kunchi Korava (Section of No. 64).
57. Jatigar.	89. Lamani.
58. Javeri (Same as No. 61).	90. Lambada (Same as No. 89).
59. Jogi.	91. Mairal.
60. Jogtin.	92. Manbhav.
61. Johari (Same as No. 58).	93. Mangela.
62. Joshi.	94. Marwar Boari (Same as Nos. 2, 50, 95, and 126).
63. Kahar.	95. Marwati Waghri.
64. Kaikadi.	96. Me.
65. Kall-Wadru (Same as Nos. 14, 44, 139 and 146).	97. Mina.
66. Kammi.	98. Mochi (In Gujarat).
67. Kanjari (Same as Nos. 32, 68 and 129).	99. Modikar (Same as No. 43).
68. Kanjar Bhat (Same as Nos. 29, 67 and 129).	100. Naikmakkalu (Same as Nos. 10, 12, 101, 141 and 154).
69. Kapdi.	101. Naikwadi (Same as Nos. 10, 12, 100, 141 and 154).
70. Katabu (Same as No. 74).	102. Namdhari (Same as No. 103).
71. Kattai.	103. Namdhari-paik (Same as No. 102).
72. Kharwa.	104. Nandiwale.
73. Khati (from Sind).	105. Nat.
74. Kiliket (Same as No. 70).	106. Nath.
75. Khelkari (Same as No. 76).	107. Nirshikari.
76. Kolhati (Same as No. 75).	108. Od.
77. Koli Malhar.	109. Padharis.
78. Koli Suryavanshi.	110. Padiar.

111. Pamlor (Same as No. 64).	138. Suthria (from Sind).
112. Pangul.	139. Takari (Same as Nos. 14, 44 and 143).
113. Pardeshi Bhampata (Same as No. 15).	140. Takankar.
114. Patharvat.	141. Talvar (Same as Nos. 10, 12, 100, 101, and 154 including Konade Talvar).
115. Pathrut (Same as Nos. 14, 44, 139 and 140).	142. Thakar.
116. Patradavaru.	143. Tirgar.
117. Phasechari.	144. Tirmali.
118. Phudgi.	145. Tudgi-Wadhu (Same as Nos. 14, 44, 139 and 146).
119. Rachevar.	146. Uchhia (Same as Nos. 14, 44, 139 and 145).
120. Raikari.	147. Vuddar.
121. Raj Pardhi.	148. Vadi.
122. Ramoshi.	149. Vaghri.
123. Ravalia.	150. Vaidu.
124. Sahadev Joshi.	151. Vaiti.
125. Salat.	152. Vakkal (In the Kanara District).
126. Salat Waghri.	153. Valhar.
127. Sangar.	154. Valmiki (Same as Nos. 10, 12, 100, 101 and 141).
128. Sanjogi.	155. Vanjari.
129. Sansia (Same as Nos. 29, 67 and 68).	156. Vasudev.
130. Sarania.	157. Vir.
131. Sarodi.	158. Wadari (Same as Nos. 14, 44, 139 and 146).
132. Sarvade.	159. Waghri Pardhi.
133. Shikari.	160. Wansfoda.
134. Smikligar.	
135. Sudgadsidher.	
136. Suler.	
137. Suppaling.	



संस्कृत जप्ति

APPENDIX III

THE SCHEDULED AREAS IN THE MERGED STATES AREAS

(Declared under the Scheduled Areas (Part A States) Order, 1950).

—
(Paragraph 7).

(1) Surgana Mahal in Nasik District.

(2) Jawhar Taluka in Thana District.

(3) Dangs Dist.

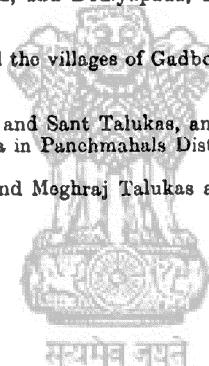
(4) Dharampur, Jyara, Bansda and Songadh Talukas and the villages in the Vankal Tappa and Nar areas of the Mangrol Taluka in Surat District.

(5) Sagbara and Valia Mahals, and Dediypada, Nandod and Jhagadia Talukas in Broach District.

(6) Chota-Udepur Taluka and the villages of Gadbariad Estate of Naswadi Taluka in Baroda District.

(7) Limkheda, Deogad-Baria and Sant Talukas, and the villages in the old Sanjeli State included in Jhalod Taluka in Panchmahals District.

(8) Khedabrahma, Bhiloda and Meghraj Talukas and Vijayanagar Mahal in Sabarkantha District.



APPENDIX IV

HEADS OF SUBJECTS ON WHICH INFORMATION WAS COLLECTED BY THE OFFICER ON SPECIAL DUTY FOR MERGED AND INTEGRATED STATES

(Paragraph 8)

1. Area and terrain.
2. Population—total—backward—composition of —backward.
3. Economic conditions.
4. Land—system of land tenure—the Backward Classes and the land problem—proportion of occupants, tenants and landless labourers among Backward Classes—with regard to occupants, size of holding, system of cultivation, crops grown, cattle, possibility of improvement in agriculture—whether special schemes are necessary or extension of general schemes would be sufficient—with regard to tenants, Tenancy and Land Improvement Act—how far it would solve their problem—whether there are any—special problems—of the present tenants, original Khatedars, if so, since how many years they have lost their lands—did they lose their lands as a result of fraud etc.—would the provision of the Bombay Agricultural Debtors Relief Act enable the old transactions by which they lost their lands to be opened up—Is present machinery for enforcing Tenancy and Bombay Agricultural Debtors Relief Acts sufficient, if not, what additional staff is suggested ?
- Landless labourers—are they serfs or labourers with any vestige of independent life to them—rates and methods of payment of wages—whether engaged on annual basis or paid from day to day—do they live in their own huts on Government land or are they at the mercy of the agriculturists for housing—do they get sufficient labour from agriculture all the year round or do they seek other kinds of labour in the slack season, if so, examine those other occupations available and offer your remarks—Khavati in grains—are grain Banks necessary ?
5. Co-operation—Co-operative farming—Multi-purpose Societies—provision of finance—money-lending generally.
6. Forest Industries—methods of work—scope of employment to Backward Classes—wage rates and wage system—are the wage levels adequate or should minimum wages be prescribed by law—general.
7. Cottage Industries—cloth—hand-spinning and—weaving on a self-sufficiency basis—bee-keeping—other cottage industries—rope making—bamboo work—cane work.
8. Multi-purpose Societies.
9. Prohibition.
10. Education—primary—how much of the Backward-Class population would still be uncatered for under compulsory primary education extending to villages with a population of 1,000 and above—possibilities of starting voluntary schools—need—for hostels attached to central primary schools—secondary schools—possibilities of starting voluntary aided hostels.
11. Essential amenities—water supply—roads and bridges—medical relief—veterinary relief—Local Self-Government.
12. Harijans—their general conditions, economic and social—extent of education—material conditions—what are their trades—whether peripatetic demonstration parties for handloom weaving, leather working, cane and bamboo work, sisal fibre work are necessary, if so, state important centres of their industries where parties could conveniently be located—examine prospects of organisation on Co-operative lines.
13. Whether there is any responsible voluntary agency engaged in amelioration work, if it is local agency, its composition and general impression about the quality of its work and the quality of the social workers available—whether any recognised Voluntary Agencies from the Bombay Province (old districts) have extended or intend to extend their scope to particular areas etc.

APPEL. 'X' V

GOVERNMENT RESOLUTION APPOINTING THE COMMITTEE FOR THE AMELIORATION OF THE BACKWARD CLASSES IN THE MERGED STATES AREAS.

(Paragraph 11)

Merged State Areas.
Amelioration of the Backward
Classes in —

GOVERNMENT OF BOMBAY.

EDUCATION AND INDUSTRIES DEPARTMENT.

Resolution No. 8721.

Bombay Castle, 15th July 1949.

RESOLUTION OF GOVERNMENT.

Government is pleased to appoint a Committee of the persons mentioned below, to study the condition of the Backward Classes in the States now merged with the Bombay Province and suggest a programme for amelioration of their conditions:—

(1) Shri D. N. Wandrekar	...	...	...	(Chairman)
(2) Shri P. L. Majmudar, Secretary, Gujarat Provincial Harijan Sevak Sangh.				(Member)
(3) The President, Maharashtra Provincial Harijan Sevak Sangh.				Do.
(4) The President, Karnatak Provincial Harijan Sevak Sangh	...	...	...	Do.
(5) Shri L. M. Shrikant, M.L.A.	...	...	...	Do.
(6) Shri D. M. Bidkar, M.L.A.	...	...	...	Do.
(7) Shri S. N. Mane, M.L.A.	...	...	...	Do.
(8) Shri Ravishankar Maharaj	...	...	...	Do.
(9) Shri K. J. Dharmadhikari	...	...	...	Do.
(10) Shri G. R. Agarwal	...	...	...	Do.
(11) Shri C. P. Shah	...	...	...	Do.
(12) Shri R. T. Louwa	...	...	...	Do.
(13) The Backward Class Officer	...	...	...	Do.
(14) Assistant Backward Class Officer, Northern Circle	...	...	...	Do.
(15) Assistant Backward Class Officer, Karnatak Circle	...	...	...	Do.
(16) Dr. D. P. Khanapurkar	...	...	...	Secretary.

2. The Committee should submit its report within four months.

3. * * * * *

4. * * * * *

By order of the Governor of Bombay

D. S. JOSHI,—

Secretary to Government.

APPENDIX VI

PERSONNEL OF THE SUB-COMMITTEES OF THE COMMITTEE ON THE AMELIORATION
THE BACKWARD CLASSES IN THE MERGED STATES AREAS

(Paragraph 11)

(i) *Sub-Committee for the areas to the North of Bombay.—*

(1) Shri D. N. Wandrekar	...	...	...	(Chairman).
(2) Shri P. L. Majmudar, Secretary, Gujarat Provincial Harijan Sevak Sangh.	...	...	...	(Member).
(3) Shri L. M. Shrikant, M.L.A.	...	...	...	(Member).
(4) Shri D. M. Bidkar, M.L.A.	...	...	...	(Member).
(5) Shri Ravishankar Maharaj	...	...	...	(Member).
(6) Shri C. P. Shah, M.L.A.	...	...	...	(Member).
(7) Shri R. T. Leuwa, M.L.A.	...	...	...	(Member).
(8) The Backward Class Officer,	...	...	...	(Member).
(9) The Assistant Backward Class Officer, Northern Circle	...	...	...	(Member).
(10) Dr. D. P. Khanapurkar,	...	...	...	(Secretary).

(ii) *Sub-Committee for the areas to the South of Bombay.—*

(1) Shri D. N. Wandrekar	...	...	...	(Chairman).
(2) The President, Maharashtra Provincial Harijan Sevak Sangh.	...	...	...	(Member).
(3) The President, Karnatak Provincial Harijan Sevak Sangh	...	...	...	(Member).
(4) Shri S. N. Mane, M.L.A.	...	...	...	(Member).
(5) Shri K. J. Dharmadhikari, M.L.A.	...	...	...	(Member).
(6) Shri G. R. Agarwal,	...	...	...	(Member).
(7) The Backward Class Officer,	...	...	...	(Member).
(8) The Assistant Backward Class Officer, Karnatak Circle	...	...	...	(Member).
(9) Dr. D. P. Khanapurkar,	...	...	...	(Secretary).

APPENDIX VII

ITINERARY OF THE TOUR PROGRAMME OF SUB-COMMITTEES

(Paragraph 13)

(i) Sub-Committee North of Bombay:—

Date.

19th April to 21st April 1950.				District Banaskantha.
19th April 1950	...	...	...	Palanpur.
20th April 1950	...	...	...	Danta.
20th April 1950	...	...	...	Harivav (near Danta).
20th April 1950	...	...	...	Pipalawadivav (near Danta).
20th April 1950	...	...	...	Kanodar (near Palanpur).
21st April 1950	...	...	...	Deesa.
21st April 1950	...	...	...	Tharad.
21st April 1950	...	...	...	Suigaon.

22nd April to 25th April 1950. District Mehsana.

22nd April 1950	...	...	...	Radhanpur.
23rd April 1950	...	...	...	Harij.
23rd and 24th April 1950	...	...	...	Patan.
24th and 25th April 1950	...	...	...	Mehsana.

સાયામ્પણ જાપણ

25th April to 27th April 1950. District Sabarkantha.

25th April 1950	...	...	...	Himatnagar.
26th April 1950	...	...	...	Shamalaji
26th April 1950	...	...	...	Lusadia.
26th April 1950	...	...	...	Vijayanagar.
27th April 1950	...	...	...	Ganer.
27th April 1950	...	...	...	Poshina.
27th April 1950	...	...	...	Khedabrahma.
27th April 1950	...	...	...	Idar.

28th April to 30th April 1950. District Panch Mahals.

29th April 1950	...	...	...	Sant.
30th April 1950	...	...	...	Baria.
30th April 1950	...	...	...	Dhanpur.

*26th May to 28th May 1950.**District Baroda.*

26th May 1950	...	...	...	Baroda.
27th May 1950	...	...	...	Chota-Udepur.
27th May 1950	...	...	...	Deohat.
27th May 1950	...	...	...	Rangpur.
28th May 1950	...	...	...	Dabhoi.
28th May 1950	...	...	...	Chandod.

*28th May to 30th May 1950.**District Broach.*

28th and 29th May 1950	...	...	...	Rajpipla.
28th and 29th May 1950	...	...	...	Mangrol.
29th May 1950	...	...	...	Timbapada (near Dediya padha).
29th May 1950	...	...	...	Panchpipri (near Sagbara).
29th May 1950	...	...	...	Ambavadi.
30th May 1950	...	...	...	Netrang.

*30th May to 4th June 1950.**District Surat.*

30th May 1950	...	...	...	Kosamba.
31st May 1950	...	...	...	Vankal.
1st and 2nd June 1950	...	...	...	Songadh.
2nd June 1950	...	...	...	Bhinar (Bansda).
2nd June 1950	...	...	...	Bansda.
3rd June 1950	...	...	...	Mahuvas (near Bansda).
4th June 1950	...	...	...	Awadha (Dharampur).
4th June 1950	...	...	...	Dharampur.
4th June 1950	...	...	...	Sherimal (near Dharampur).

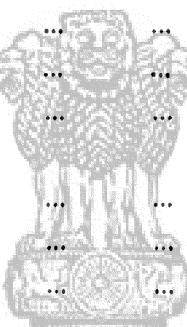
*3rd and 4th June 1950.**District Nasik.*

3rd and 4th June 1950	...	...	...	Surgana.
4th June 1950	...	...	...	Kathipada (Surgana).

*(ii) Sub-Committee South of Bombay.—**8th May 1950 to 10th May 1950.**District Kolaba.*

8th May 1950	...	...	...	Janjira Murud.
8th May 1950	...	...	...	Shighre (near Janjira Murud).
8th May 1950	...	...	...	Saigaon (near Janjira Murud).

9th May 1950	...	...	...	Borli.
9th May 1950	...	...	...	Karle.
9th May 1950	...	...	...	Shrivardhan.
9th May 1950	...	...	...	Ranoli (near Shrivardhan).
<i>11th May 1950.</i>				<i>District South Sikkar.</i>
11th May 1950	...	...	...	Miraj.
11th May 1950	...	...	...	Sangli.
<i>12th May, 14th May and 15th May 1950.</i>				<i>District Kolhapur.</i>
12th May 1950	...	...	...	Kolhapur.
12th May 1950	...	...	...	Ajre.
14th May 1950	...	...	...	Radhanagari.
15th May 1950	...	...	...	Shelevadi (near Kolhapur).
15th May 1950	...	...	...	Ichalkaranji.
<i>13th and 14th May 1950.</i>				<i>District Ratnagiri.</i>
13th May 1950	...	...	...	Sawantwadi.
14th May 1950	...	...	...	Salgaon.
14th May 1950	...	...	...	Pingurli.
<i>16th May to 18th May 1950.</i>				<i>District Bijapur.</i>
16th May 1950	...	...	...	Jamkhandi.
16th May 1950	...	...	...	Shiroli (near Mudhol).
16th May 1950	...	...	...	Mudhol.
17th May 1950	...	...	...	Mahalingpur (Mudhol taluka).
17th May 1950	...	...	...	Ramdurg.
18th May 1950	...	...	...	Halagatti (near Ramdurg).
<i>18th May 1950.</i>				<i>District Dharwar.</i>
18th May 1950	...	...	...	Shirahatti.
18th May 1950	...	...	...	Chabbi Tanda (near Shirahatti).
18th May 1950	...	...	...	Laxmeshwar.
<i>20th May 1950.</i>				<i>District Sholapur.</i>
20th May 1950	...	...	...	Akkalkot.



संघमेत्तर निपटने

APPENDIX VIII

TABLE SHOWING RECONSTITUTED DISTRICTS AND THE STATES MERGED THEREIN.

(Paragraph 15)

S. No.	District	Merged States
1	2	3
1	Amreli	... Amreli and Okha Mandal districts of Baroda and enclaves of Saurashtra.
2	Banaskantha	... (1) Palanpur, (2) Tharad, (3) Danta and (4) Part of Sirohi and eight other States.
3	Sebarkantha	... (1) Idar, (2) Vijayanagar, (3) Vasna and (4) 25 other States.
4	Mehsana	... (1) Radhanpur, (2) Varahi, (3) Santhalpur, (4) Satlasana, (5) Sudasana, (6) Valasana, (7) Gadhavada, (8) Mansa, (9) Katosan and (10) Part of Mehsana district of Baroda State.
5	Ahmedabad	... Dabhdoda and part of Mehsana district of Baroda State.
6	Kaira	... (1) Part of Baroda district of Baroda State, (2) Cambay, (3) Balasinor, (4) Umota, (5) Ghodasar, (6) Barmuwada, (7) Zer, (8) Nirmali, (9) Khadali, (10) Punadra and (11) Part of Bhadarava State.
7	Pench Mahals	... (1) Deogad-Baria, (2) Santrampur, (3) Lungavada, (4) Jambughoda and (5) Sanjeli.
8	Baroda	... (1) Part of Baroda district of Baroda State, (2) Chota-Udepur. (3) Pandu Mevas, (4) Part of Bhadarava, (5) Shankeda Mewas estates.
9	Brosach	... Rajpipla.
10	Surat	... (1) Navasari district of Baroda, (2) Sachin, (3) Bansda and (4) Dharampur.

S. No.	District	Merged States
1	2	3
11	Nasik	... Surgana.
12	Thana	... Jawhar.
13	Kolaba	... (1) Sudhagad taluka of Bhor and (2) Janjira State.
14	Ratnagiri	... Sawantwadi.
15	Poona	... Bhor, except Sudhagad.
16	North Satara	... (1) Phaltan and part of— (i) Aundh, (ii) Jamkhandi and (iii) Kurundwad Sr.
17	South Satara	... (1) Jath. (2) Wadi Jahagir. (3) Parts of— (i) Miraj Senior, (ii) Kurundwad Sr., (iii) Miraj Junior and (iv) Sangli.
18	Ahmednagar	... (1) Dhalavpuri, village of Jamkhandi and enclaves from Hyderabad.
19	Sholapur	... (1) Akkalkot except Kurla. (2) Parts of— (i) Jamkhandi, (ii) Kurundwad Jr., (iii) Miraj Senior, (iv) Miraj Junior, (v) Sangli, (vi) Aundh and enclaves from Hyderabad.
20	Kolhapur	... Kolhapur State except Raibag taluka and Katkol Mahal.
21	Belgaum	... (1) Parts of— (i) Kurundwad Sr., (ii) Kurundwad Jr., (iii) Sangli, (2) Panchgaon of Ramdurg and (3) Raibag taluka and Katkol Mahal of Kolhapur.
22	Bijapur	... (1) Mudhol and parts of— (i) Ramdurg, (ii) Jamkhandi, (iii) Kurundwad Sr., and (iv) Aundh and enclaves from Hyderabad.
23	Dharwar	... (1) Laxmeshwar of Miraj Senior, (2) Gudageri of Miraj Jr., (3) Kundgol of Jamkhandi, (4) Kurla of Akkalkot, (5) Shirahatti of Sangli, (6) Part of Ramdurg and (7) Savanur.

APPENDIX IX

CONCESSIONS GRANTED UNDER THE COLONISATION SCHEMES FOR HILLUR, RAMPUR AND ARAWATGI.

(Paragraph 43)

(A)

Concessions granted under the Colonisation Scheme for Hillur, Taluka Ankola and Ramapur, Taluka Mundgod, District Kanara, for bringing waste lands under cultivation (Government Resolution, Agricultural and Rural Development Department, No. 2026 dated the 3rd March 1948).

To enable the waste lands in the villages of Hillur and Ramapur to be brought under cultivation it was necessary to establish new settlements in these villages which were completely deserted and where the lands had remained fallow for many years and were overgrown with trees and shrubs of little marketable value. The plan of work comprised of clearance of the Gaotan area and the cultivable area, repairs to the tanks, establishment of communications, settlement of the colonists in a systematically laid out village site, provision of drinking water and the provision of necessary capital to the colonists to start work.

The following non-recurring and non-returnable expenditure was sanctioned by Government at Hillur:—

	Rs.
1. Clearance.—Clearance of bushes over 220 acres at Rs. 20 acre on an average	4,400
2. Drinking water.—Five wells at Rs. 800 each for different groups of families (rising hills, come in the way of command from central place). Water is close to ground level. The 30 settlers will build their houses in 5 different sites so that they could be near their fields for driving away wild animals.	4,000
3. Roads	1,000
4. Permanent bandharas (Subject to estimates)	3,000
5. One reservoir dam (Subject to estimates)	3,000
6. House and office building of Agricultural Assistant	1,500
	Total ...
	16,900

The following non-recurring and non-returnable expenditure was sanctioned by Government at Ramapur:—

	Rs.
(1) Preliminaries.—(Service to be rendered by Government).	
(i) Clearance of Gaotan area and lay out—The area is overgrown with trees and shrubs of little value. Before taking up construction of houses, this area has to be cleared and the site laid out on modern lines with village roads. Cost of this is estimated as :	1,500
(ii) Clearance of cultivable area—260 acres at Rs. 50 per acre, and laying fields, water channels.	13,000
(iii) Communications—There is a rough cart track to about two miles. A road 10 feet wide is estimated to cost.	2,000
(iv) Well for drinking water	3,000
(v) Repairs to irrigation tanks (subject to correct estimates by the Public Works Department)	4,000
(vi) Residential quarters and an office building, for an Agricultural Assistant	1,500
(vii) Unforeseen	500
	Total ..
	25,500

In addition loans were given to the colonists free of interest recoverable from the third year in 20 equal instalments or from surplus production of not less than 1/6th, whichever is more. The loans were given at the following rates :—

	Rs.
Construction of huts	500 per hut (plus free timber).
Cattle shed	100 per shed bullocks.
Bullocks	500 per pair.
Farm implements and equipments	100 per family.
Seeds, manure and extra labour	50 per acre.
Supply of one milch animal per family	300.

Loans were also given for guns and ammunition for protection of crops from wild beasts and in Hillur for maintenance until crop time at Rs. 120 per family for a period of 6 months.

Under these Schemes loans could be advanced also to settlers who had no lands to offer as security or anybody to stand as surety. The constructions erected and the bullocks and the equipments purchased out of the loan would, however, remain a property of Government till the loan is repaid. Settlers were to execute the necessary bond agreeing to this condition before the loans were advanced.

Assessment is to be levied on the loans from the first year of the grant. Occupancy price equal to three times the assessment is to be recovered, but the recovery of occupancy price is deferred for the first 5 years and is to be effected in the sixth year.

The Schemes are under the control of the Director of Agriculture and are administered by a Committee consisting of (1) the Mianlatdar, (2) the District Agricultural Officer and (3) representative of the District Rural Development Board.

(B)

Concessions granted under the Sarvodaya Scheme at Arawatgi, District Dharwar. Initially the following expenditure was sanctioned :—

I. Arawatgi Group.		Non-Recurring. Recurring.		
		Rs.	Rs.	
(i)	Grants to Housing Co-operative Societies	...	2,500	
(ii)	Recreation Centre	...	...	600
(iii)	Subsidy for purchase of bullocks	...	5,000	
(iv)	Society for Carpentry and smithy	...	6,000	
(v)	Poultry Industry	...	800	
(vi)	Medical aid boxes medicines	...	...	250
(vii)	Approach road to 3 villages	...	2,000	
(viii)	Propaganda keertan, etc.	...	...	1,000
(ix)	Appointment of Rural Assistant	...	250	2,000
II. Alnawar Centre.				
	Horn-making Industry	...	2,000	4,770
III. Survey work		...	2,000	

Subsequently Rs. 5,000 were sanctioned for loans for the purchase of cows and buffaloes. These loans are free of interest and recoverable in four annual instalments, the first instalment being repayable in the year following the year of disbursement of the loans. Subsequently a further grant of Rs. 4,800 towards charges for tractor ploughing of fallow lands and a subsidy of Rs. 3,500 for the construction of a well in the colony were sanctioned. The loan was free of interest and repayable after two years.

APPENDIX X.

NUMBER OF PRIMARY SCHOOL IN THE MERGED STATES AREAS OF EACH DISTRICT AS ON THE 31ST MARCH 1949.

(Vide Paragraph 89)

Serial No.	Name of the District.	No. of the Primary Schools at the time of merger.	No. of pupils.	No. of new schools opened by District School Boards.	No. of new Vol.schools opened and recognised in 1949-50.
1	2	3	4	5	6
1	Ratnagiri	250	16,751	.....	23
2	Kolaba	132	8,154	.....	5
3	Poona	99	5,768	.....	14
4	North Satara	120	9,642	.....	1
5	Sholapur	150	11,059	.....	87
6	Nasik	48	1,535	.....	Nil.
7	Thana	78	2,909	.....	Nil.
8	Ahmedabad	110	10,477	.....	Nil.
9	Kaira	144	14,207	.....	4
10	Broach	184	13,001	.....	87
11	Panchmals	296	19,656	.....	88
12	Surat	238	12,631	.....	15
13	Dharwar	137	9,612	.....	2
14	Belgaum	78	5,685	.....	70
15	Bijapur	108	7,151	.....	11
16	South Satara	307	30,278	.....	19
17	Banaskantha	136	11,213	36	Nil.
18	Sabarkantha	353	24,896	.....	45
19	Dangs	12	448	.....	31
20	Kolhapur	639	58,506	.....	16
21	Baroda (Baroda, Mehsana and Amreli).	1,803	270,782	.....	1 (Mehsana)

APPENDIX XI
 LITERACY IN BARODA STATE AS AT THE 1941 CENSUS
 (Vide paragraph 90)

S. No.	Communities,	Total population.	Literates.	Proportion of Col. 4		Able to read only.	Proportion of Col. 6 to Col. 3.
				2	3	4	5
1	All communities ..	24,47,932	6,52,975	26.67 per cent.		1,60,515	6.55 per cent.
2	Scheduled Castes ..	1,96,736	33,231	16.89 per cent.		12,926	6.57 per cent.
3	Primitive Tribes ..	3,13,374	24,024	7.66 per cent.		13,803	4.40 per cent.

APPENDIX XII

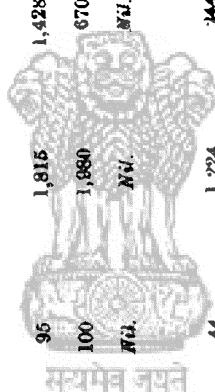
NUMBER OF COMPACT AREAS ESTABLISHED IN THE MERGED AREAS OF THE BOMBAY STATE DURING THE YEAR 1948-50

(Vide paragraph 99)

S. No.	Name of the Compact Area in the merged state.	No. of S. E. Classes on 31st March 1950.	No. of adults on rolls on 31st March 1950.	No. of adults made literate during the year.
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Maharashtra.

- 1 Digras-Kavalpur (Dist. South Saurashtra).
- 2 Hatakanag-e-Karvie (Dist. Kolhapur).
- 3 Karmal.
- 4 Gujarat.
- 5 Balasanor (District Kaira).
- 6 Cambay State (District Kaira).
- 7 Bhiloda (District Sabarkantha).
- 8 Khed-Brahma (District Sabarkantha).
- 9 Chota-Udepur (District Baroda).



Checked

105
 Recently started. For Baroda District 6 new compact areas have been sanctioned by Government. Proposals have been invited and they will be started this year. In old Baroda State there were 91 classes with about 2,800 adults in them when merger took place. They

